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ABSTRACT

The evaluations of 13 Bureau of Indian Affairs off-reservation boarding schools are presented in this document, prepared for a special senatorial subcommittee on American Indian education. Personal interviews were conducted, questionnaires were administered, and school records were examined by evaluation teams selected by the subcommittee. Areas of concern covered administrative problems and policies, teacher and student morale, student achievement, guidance programs, dormitory staffing and related problems, and student mental health problems and programs. Recommendations or suggestions for improving the boarding schools are offered. (LS)

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COMMITTEE PRINT

THE EDUCATION OF AMERICAN INDIANS

A COMPENDIUM OF FEDERAL BOARDING SCHOOL EVALUATIONS

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Foreword

During its two years of work, the Senate Subcommittee on Indian Education has called upon the expertise of a number of consultants to provide its members with detailed, specific studies into Indian boarding schools in different locations across the nation.

Subcommittee members themselves visited some boarding schools, and heard testimony regarding the conditions at others during their hearings. The consultants' reports serve as a valuable supplement to the subcommittee's findings, and a significant addition to the body of knowledge on Indian boarding schools.

These evaluations of Indian boarding schools are being published as a committee document to better inform people of the conditions within such schools. I am sure these evaluations will serve a valuable function in aiding in the understanding of some of the special problems of Indian education.

RALPH YARBOROUGH,
Chairman, Committee on Labor and Public Welfare.

Letter of Transmittal

Hon. Ralph Yarborough,
Chairman, Committee on Labor and Public Welfare.

Dear Mr. Chairman: The evaluations contained in this report are the result of many hours of investigation and deliberation. The individuals who conducted the studies are to be commended for their insight into the problems encountered at Indian boarding schools. These evaluations would not have been possible without the cooperation and assistance extended by administrators, teachers, and students at the 13 boarding schools which were examined. The depth and scope of the evaluations will prove invaluable as progress toward totally adequate and effective schools is begun in earnest.

The evaluations represent an important contribution to the subcommittee's assessment of Indian education. The multitude of problems associated with off-reservation Indian boarding schools became obvious as early as 1967 during the subcommittee's hearings on Indian education. Sufficient time has been allowed to probe deeply into the Indian boarding school situation and the problems encountered by the students.

The facts revealed in this report cannot help but be cause for everyone to begin a complete reassessment of the needs of Indian children enrolling in the boarding schools, and the schools' responses to those needs. This report will be a vital tool in the subcommittee's thorough examination of Indian education and will be useful for anyone studying the subject in depth.

The findings definitely point to a deteriorating situation, from the standpoint of the schools and the Indian students who must attend them. The problems associated with the mental health of the students as reiterated frequently throughout the evaluations are a cause for alarm. The nature and extent of these problems are clearly explored in many of the investigations. I hope that the deplorable conditions revealed in these evaluations will soon be past history, and that the Indian boarding school system will begin to make progress toward providing our Indian young people with an education which is relevant to their needs and which prepares them to participate in tomorrow's world as meaningful citizens.

I want to express the appreciation of the subcommittee to Mrs. Mary T. Olguin of the Legislative Reference Service, Education and Welfare Division, for the work she did in assisting the subcommittee to compile these evaluations.

Senator Edward M. Kennedy,
Chairman, Special Subcommittee on Indian Education.

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THE EDUCATION OF AMERICAN INDIANS: A COMPENDIUM OF FEDERAL BOARDING SCHOOL EVALUATIONS

I. General Overview

More than 12,000 Indian children attend school in 19 off-reservation boarding schools today. These young people are frequently transported hundreds of miles to their new homes, which are far away from the influence exerted by the security of family life, tribal value, standards, and customs. In high school, usually more than 25 percent of them drop out before graduation. A vast majority of them are labeled by their teachers as misfits, underachievers, or troublemakers, and attitudes of school personnel insure that they will never be considered otherwise while in school.

The subcommittee has become concerned about the psychological ramifications stemming from the Indian boarding school. It has proceeded to conduct evaluative studies of such schools through the assistance of highly qualified specialists in the fields of education and mental health. The subcommittee has attempted to gather as much information as possible on the particular schools which have a number of serious problems—the on-reservation boarding schools and the off-reservation boarding schools which have a significant number of students enrolled with social problems. This report contains the evaluations of 13 of the off-reservation boarding schools, which hold 90 percent of the overall boarding school population. Since Navajo children account for 8,000 of the 9,000 students enrolled in on-reservation boarding schools, that subject is considered separately in the Navajo field report.

The Bureau of Indian Affairs operates off-reservation boarding schools with two distinct types of programs. One is the regular school, which provides students in residence there with a course of study leading to a high school diploma. The other provides dormitory facilities for students participating in the border town program, in which students live at BIA dormitory facilities and attend nearby public schools. Frequently the two programs are operated concurrently in the same facility.

During the first 30 to 40 years of the boarding school program, the principle emphasis of the system was to provide special services for Indians. This was partially based on the belief that Indians could not be prepared intellectually to function outside the Indian community. In other words, Indians were given vocational training because it was believed they were unable to learn more cognitive skills or to have any use of them after graduation. Unfortunately, many teachers remain in the BIA school system who entered while this policy was in effect and have been unable to adapt to the more progressive (though still restrictive) policies adopted later.

The more progressive policies called for boarding schools to become more like public schools by offering additional academic subjects and fewer vocational subjects. The resultant shift has been accomplished, however, without the essential addition of compensatory education programs. This gap makes success difficult even for the most well-adjusted child, who must attend the school because suitable facilities do not exist close to his home. As will become obvious, the well-adjusted child is scarcely found in the average boarding school population.

The evaluations which follow were conducted by many individuals. Some of the studies were conducted either by or under the direction of the Bureau of Indian Affairs, a recent innovation of the Division of Education. Others were made at the request of the subcommittee by consultants who are specialists in the fields of mental health, psychology, education, child development, and other relevant disciplines. The names of the consultants conducting the investigations, the members of the Bureau of Indian Affairs making evaluations, the individuals with whom they met, the documents which they reviewed, and other explanatory notes and materials about their methods and conclusions are included by the authors at the beginning and end of each evaluation report.

Students are sent to off-reservation boarding schools on the basis of criteria established and published by the Bureau of Indian Affairs. Children who meet one or more of the criteria listed below may be admitted to Federal boarding schools:

EDUCATION CRITERIA

1. Those for whom a public or Federal day school is not available;
2. Those who need special vocational or preparatory courses;
3. Those retarded scholastically 3 or more years; or
4. Those having pronounced bilingual difficulties.

SOCIAL CRITERIA

1. Those who are rejected or neglected by their families and for whom no suitable alternative care can be made;
2. Those who belong to large families with no suitable home and whose separation from each other is undesirable;
3. Those whose behavior problems are too difficult for solution by their families or through existing community facilities; or
4. Those whose health or proper care is jeopardized by illness of other members of the household.

The undesirable results of these criteria being applied in the local communities is a heavily weighted proportion of students who are assigned, usually by a community social worker, for social reasons. The distressing fact, repeatedly emphasized in the evaluations, is that the desperately needed special services required by the students with social problems are virtually nonexistent. The schools, in other words, are not responding to the many special needs of the students—presumably the needs for which they are sent to the school. On the other hand, the many problems of a great number of students make it necessary to maintain close—frequently too close—supervision, giving the school and dormitories a prison-like atmosphere—hardly conducive to learning or the social adjustment expected of young adults upon their high school graduation.

The many psychological problems which are manifest in the student behavior and attitudes have brought many to recommend that the off-reservation boarding school be changed to a residential treatment center. These centers could be appropriately staffed with clinical personnel to deal with psychological problems, and highly trained teachers to provide the compensatory assistance which could bring achievement levels closer to national norms and allow a satisfactory preparation for additional post-secondary education (college or vocational school) or satisfactory employment. One center's principal contribution could be to treat the problems of those with serious psychological problems differently from those who have developed comparatively minor problems as a result of constantly failing in school—or having dropped out or been pushed out of public school. Substantial progress toward proper individual adjustment will reap untold progress in the academic and social futures of the students.

A careful examination of the evaluations included in this report reveals a similarity of problems from school to school. The following is a summary of the recurrent problems which were mentioned continually in the studies, together with excerpts from the evaluations which illustrate the depth and scope of the problems at individual schools. At the same time, the excerpts can serve as a general description of the overall problems since they were frequently mentioned in all of the studies. A quote from each school for each problem would lengthen this introduction beyond usefulness.

ADMINISTRATION

Administrative problems associated with the off-reservation boarding schools are many. One of the most basic is the confusion over goals established by the BIA as to Indian education as a whole, and where the individual school fits into this picture. Administrators seem to realize that the schools have become a dumping ground for problem students, but feel helpless either to work toward solving the problems of the student, or toward finding adequate personnel to work toward their solution. The goals of the school as reported in the evaluation of the Busby boarding school in Montana indicate the results of this confusion:

> The stated goals and philosophy of the school are the standard high-flown academic hogwash—same as every other place from Harvard to your local reform school. The actual goals and philosophy, in our opinion, are to function as an undemanding, benevolent, Big Daddy-type custodial institution to keep the kids out of trouble until they are old enough to get married and produce their own hostages to fortune.

The heterogeneous nature of the student population at many boarding schools brings its own problems. Many administrators feel pulled in opposite directions regarding goals and purposes of the institutions. The BIA's own evaluation of the Intermountain School reveals these frustrations:

> A decision needs to be made about the direction of the school and the types of student it will serve. At present Intermountain School has such a varied student body that it is impossible for the present staff and faculty to meet all needs of all students. Again we heard the comment, we do now know what our mission is, are we going to serve as a dumping ground for youngsters the reservation schools do not want, do we operate a vocational high school with some terminal training, or do we operate a comprehensive high school program?

The varied nature of the students presents additional administrative problems when the broad range of students is taken into account. Some of the students are given boarding school placement as an alternative to a reformatory, while others have dropped out of public schools for academic reasons. The administrators of many schools have developed strict rules and regulations which might be needed by reform school candidates, but are repressive for a majority of the students. Richard Hovis, a student teacher at the Chilocco Indian School, writes:

> The few delinquents at Chilocco give the whole school a reform school atmosphere. A small number of students are sent there because they can't get along anywhere else. These students force the administration to be very strict with rules and regulations. As a result, many teachers categorize all the students as delinquent cases and treat them as such. It is no wonder that the students have little to say in class when they are thought of as poor, ignorant, Indian juvenile delinquents.

John Bjork, in his evaluation of the Flandreau Indian School, comments on the goals of the schools:

> At the risk of oversimplification, there appear to be two related problems: the amount of confusion permitted to exist around the purpose for which these schools exist, and the consequent inability of anyone to develop an adequate program under these circumstances.

He further summarizes the situation at the school and relates this to the future and to the education division of the BIA:

> The schools are operated solely by educators for students referred, in the main, by social workers. The schools accept, knowingly, a wide variety of complex social, psychological, educational, and cultural disorders. Social workers and educators "use" the outmoded idea that sending people far from the scene of their social and emotional problems will somehow, almost miraculously, solve the problems. (The demise, years ago, of orphanages and more recently, large isolated State mental hospitals, attest to the abandonment of this theory in social and psychiatric thinking.) Further, it is commonly acknowledged by BIA social workers and educators alike that when social histories are written, the sophisticated referral includes just enough damaging evidence to "justify" removal of the child from his home community, but not enough to preclude his acceptance at the school. The school is, indeed, a dumping ground. Should the adjustment process prove too difficult for school or student, he is returned home or passed along to another boarding school, day school, public school, training school, State hospital, or lost completely. For the student,

> the psychological nomadism and chameleon responses, described by the Flandreau papers, set in. For the staff, distrust and alienation are heightened.
>
> The situation demands imaginative and cooperative child health, welfare, and education programing at the local level. Fragmentation of effort is rampant and the power structure is well established. Still, if more effort were concentrated there, the division of education might receive the help it needs to focus on a role for the boarding schools with more obtainable objectives and programs to meet them. If it is not, they must surely continue their muddled existence.

The high mobility rate, and the lack of adequate records, only add to crush of administrative problems. Even if a confusion of goals is evident, each teacher could work with each student at the level of the student's particular ability. However, if no records accompany the student, his past history is not available to provide the staff with the insight necessary for even a rudimentary beginning. Dr. McDonald and Dr. Bliss discuss the extent of this type of problem in their evaluation of the Busby school in Montana:

> The present attempt to investigate the existing system concerned with Indian education in Montana has combined with our knowledge of educational systems in other States to engender a very sad and pessimistic outlook on what is being done for the American Indian. The BIA school system in Montana has, in common with other BIA systems with which we are familiar, what must be the fewest and least complete educational records in the history of American education. It seems absolutely incredible, since the Indian student has had a long history of poor achievement in the BIA school system, the missionary school system, and surrounding public school systems; that there are virtually no existing objective data relevant to the problems faced by the Indian student. In spite of the fact that the BIA school system and the public school systems have professionally trained counselors available on the staff, there is no indication that any significant amount of counseling or testing information has been accumulated and assembled in any meaningful way. (We are aware that numerous rationalizations and justifications for this lack of data are available.)
>
> Given this state of affairs, it seems obvious to us that there is a tremendous need for staff and money to go into the Indian community and objectively evaluate the existing problems. There is a need for data to be collected, analyzed, and summarized in a way that is relatable to potential solutions to problems; however, there are numerous difficulties—some obvious, some subtle—in the way of collecting sound and interpretable data about the Indian.

CURRICULUM AND PERSONNEL

The problems associated with curriculum materials revolve mainly around the fact of their being designed for students who no longer constitute the majority of the student population. The standard secondary curriculum materials, as adopted by many schools, are inflexible in the sense that they do not respond to the particular problems of the students. At the same time, they hardly provide an adequate preparation for postsecondary education. The evaluation at Flandreau discussed the response of the curriculum to student needs:

> The school appears to have resolved the old "saw" of whether schools are providing "terminal" education with a firm negative response from everyone, except those staff members concerned with other than academic education.

The team investigating the school at Oglala asked students what kind of program would best fill their needs and prepare them for the future. The students indicated that they would prefer to be prepared for employment:

> The curriculum is basically college preparatory. During the freshman year, each student is required to take a course in the practical arts; but, the advance offerings in this area are very limited. During our visitation with students, they expressed a desire for courses which would better prepare them to go directly to employment. The present curriculum has no department which is providing terminal education.

At many schools, the curriculum not only is not responsive to student needs, but it falls far short of even the most basic standards of an adequate level for meaningful learning at the high school level. The following is a brief description of the mathematics program at the Stewart School:

> The mathematics program provides a good example. The first course for "high school" students teaches addition and subtraction. The second-level course deals with all four basic operations plus fractions. The next course is concerned with proportions for simple algebra, while the top course is finally algebra.

A lack of sufficient materials, generally the result of an inadequate budget, does not release teachers from their responsibilities for teaching. Even worse, it provides little in the way of enrichment sometimes necessary to spark enthusiasm for learning. Many times the barest libraries and classrooms were evident to evaluators. The overall curriculum was referred to in the Chilocco report:

> This report on Chilocco can very easily be summed up as follows: The program at the Chilocco Indian School is inadequate in every respect. There are of course some competent and well-meaning faculty in staff of the school, who are trying to do the best they can with the resources which are available to them. But even a good teacher has too many students in a class and inadequate equipment with which to work.

Most of the schools have access to funds under title I of the Elementary and Secondary Education Act to develop special programs for the disadvantaged students. Under title II, funds are given to the BIA for school libraries and textbooks. It is distressing to note that so many schools cite budgetary problems as reasons for providing thoroughly outdated textbooks, and for totally lacking supplementary teaching materials. It is no wonder that most students "graduate" 2 to 3 years behind their grade level in achievement.

The main problem associated with both the teaching and guidance personnel is that they are infrequently selected on the basis of the job to be done. They are often "old line" bureaucrats who have been employed by the Federal school system for a number of years. They are not knowledgeable on the new innovative techniques, and in fact are often hostile to new ideas.

The situation is further complicated by the fact that staff is not adequately trained to fit the needs of the students. The needs themselves, as discussed at length in this introduction, are complicated. In the report on the Flandreau and Pierre schools, these observations are made:

> Staffing patterns should be adjusted to needs of the pupils. If the schools continue to be operated for children in trouble of one kind or another, the proportion of education specialists capable of remedial instruction, social welfare, guidance, counseling, analysis, and recreation should be sharply stepped up. These services are vitally needed now and there is probably no circumstance of redefinement of the schools' mission which should not include at least a modest increase in these kinds of personnel.

The dormitory staff is also inadequate both in terms of numbers and experience. A summary of the Seneca evaluation discusses the problem:

> The boarding school staff is almost entirely Indian, with the median age in the forties; many of them have attended boarding school or have spent all or most of their working lives in boarding schools. Their approach to dealing with youth, whatever it may be, appears to be based on this background.

One of the results of the problems in curriculum and staff is the overall nature of the program provided to the students. The student enters the school and, after a period of time, graduates—and for many the interim is merely "marking time." The Sherman Institute summarizes the process at all too many of the schools:

> A rapid survey of the institute produces the impression of a rigid, uncompromising, bureaucratic, authoritarian, noninnovative feudal barony in which students are "handled" or "processed" rather than educated.

MENTAL HEALTH

Problems associated with the mental health of the students have been referred to frequently throughout this introduction. The problems of administration, curriculum, and personnel are minor problems when the mental health of the individual is concerned. The chief concern of the subcommittee has been that solutions to and attempts at solutions to the mental health problems of the students have most often been ignored. The depth and nature of the problem is evident when one considers the statistics of students with special social and emotional problems: At the Albuquerque Indian School, 50 percent of the students were enrolled under the social criteria established by the BIA; at Busby, 98 percent of the students were enrolled for social reasons; at Chilocco, 75 percent; at Flandreau, 90 percent; at Stewart, 80 percent. The Bureau further estimates that 25 percent of the students enrolled in all of the off-reservation boarding schools are dropouts from public schools.

In the report on the Chilocco School, the problems become clear:

> The chasm separating the totality of guidance and instruction is reiterated constantly both by the students and the demoralized staff. A negativistic attitude reflecting the "failure expectancy syndrome" permeates as seen in the statement, "Well, what can you expect, these are Indian kids." Attitudinally, the youngsters of this school are viewed as socially maladjusted and emotionally disturbed, as problem youngsters, chronic alcoholics, etc. In short, staff perceptions border on the reformatory concept of reaction rather than progression or even the minimal concept of rehabilitation. The lines of demarcation are steeply drawn between the antagonists (the students) and the staff. This is felt by all.

In the area of guidance, the administration relies on counselors in the dormitories to act as guidance counselors. They are also called upon to supervise from 80 to 120 students and are responsible for discipline as well as guidance. It is obvious that anyone who is in charge of discipline is not a likely candidate for a student to confide in and discuss personal problems. At best, most dormitory counselors are little more than "watchdogs" who patrol the area to be certain that each student is in the building.

A study made by ABT Associates of Cambridge, Mass., at the urging of the subcommittee, reports similar dissatisfaction with the personnel situation in the boarding schools. The report indicates:

> In the dormitories, the inadequacy of student guidance is heightened by the many other demands on the counselors' time. Since the majority of the dormitory personnel are responsible for building maintenance and for punishment, as well as for guidance, it is hardly surprising that students rarely confide in them. They must see that floors are mopped, rooms neat, and misbehavior punished. At the same time, each one is expected to be like a father or a mother to 100 or more boys or girls, and to provide them with the love and attention they would receive at home. This task, impossible even for the best trained counselor, is usually assigned to untrained persons. Some have personnel problems of their own which manifest themselves in the disregard or mistreatment of students.

Students are referred to boarding schools most often by social workers in their home communities. Once the referral is completed, there is little communication between the educators, the guidance personnel and the social workers. There is also little adequate communication between the Division of Indian Health personnel and the school staffs. Clearly, much of the blame for many of the schools' failings must be attributed to the evident fractionalization of responsibility. The effects of this are well described in the Busby evaluation:

> It is not doing any kind of a job of rehabilitating the misfit children in its boarding school program; but then it was not designed, funded or staffed as a mental health clinic. The Busby School, both day and boarding, seems to be operating primarily as a custodial institution, designed and functioning to give Indian children something apparently relevant to do until they are 18 years old while creating a minimum of anxiety for all concerned—pupils, parents, and staff.

After a study of an Indian boarding school population, Dr. Thaddeus Krush reported his "Thoughts on the Formation of Personality Disorder." His conclusions deal with the results of institutionalization on the personalities of the young Indian students:

> Frequency of movement and the necessity to conform to changing standards can only lead to confusion and disorganization of the child's personality. The frequency of movement further interferes with and discourages the development of lasting relations in which love and concern permit adequate maturation.

The failures of the boarding schools are perpetuated when graduates of the school return to work as dormitory counselors. Dr. Leon in his testimony before the subcommittee discusses the problems this practice presents:

> Some of the effects of Indian boarding schools are demonstrated by the very people who are now working in the boarding schools. Many Indian employees, most of whom are guidance personnel, are themselves a product of the Indian boarding school. I have found that some of these people have great difficulty in discussing their own experiences as Indian students. Many of them show, what I would call, a blunting of their emotional responses. This I would attribute to the separation from the parents and the oppressive atmosphere of the boarding school.

Conclusion

The situation at the Stewart school is typical of all the schools. The following summary gives a particularly clear account of the hopelessness prevalent in all the schools:

> Stated succinctly, we feel Stewart is a tragedy. Historically an isolated school for problem children, it is now the school to which Indian children from the Southwest are sent as the only alternative to dropping out of education entirely. At Stewart these children are passed from one vocational department to another, never receiving sufficient training to prepare them for jobs, and never receiving the remedial programs necessary to cope with their deficiencies in reading and writing English. They graduate from the school with a high school diploma and a ninth-grade education.
>
> The teachers at Stewart know their task is hopeless. They accept the "low potential" of their students, and expect to prepare them for the lowest of occupations. They are indifferent, uncreative, and defeated. The guidance staff attempts to ameliorate the schools' archaic social rules, but must fight dormitory aides who were educated at Stewart and who believe in and enforce strict discipline and puritanism. The principal believes in trying new approaches and remedial programs, but must work with teachers whom he has not chosen, and a completely inadequate budget. The students must obey rigid social rules characteristic of reform schools, while living under the lie that they are actually receiving a high school education. They have almost no contact with the world outside the barbed-wire boundaries of the campus, and cannot even return to their homes for Christmas. That they

> remain vibrantly alive human beings at Stewart is neither an excuse for the schools' existence nor a negation of the tragedy. They remain children confused and threatened by White America, deprived of an adequate education and subjected to inhumane rules restricting every aspect of their lives.

It was not once, not twice, but many times that the evaluations of Indians boarding schools concluded with similar language. This is some measure of the scope of the tragedy of American Indian education programs and policies.

II. Evaluation Reports

A. Albuquerque Indian School, Albuquerque, New Mexico

1. Report on the Albuquerque Indian School, Prepared by the Southwestern Cooperative Educational Laboratory, Inc., Dr. James Oliveros, Director

Southwestern Cooperative Educational Laboratory,
Albuquerque, N. Mex., December 9, 1968.

Senator Wayne Morse,
Chairman, Special Subcommittee on Indian Education, Senate Office Building, Washington, D.C.

Dear Mr. Chairman: Attached is a copy of the evaluation of the Albuquerque Indian Boarding School which you requested for the Senate Subcommittee on Indian Education. This review was prepared by members of the Southwestern Cooperative Educational Laboratory staff.

Every effort has been made to put together an objective report—and, as is quite clear from the context of the document, we were making no effort to win "popularity." From our perspective, a straightforward analysis of the program at the Albuquerque Indian School would best serve your committee, the staff at the school, and the students who are currently enrolled.

Within the time limits possible, every effort was made to assess the operation of the school, to meet with parents in their homes to discuss the school program, and to talk with students relative to their attitudes and expressions about the school program. In addition, questionnaires were administered to all of the staff and to a random sample of students (approximately 250). Analyses of the questionnaires are included in the summary of the report. One staff member followed a "typical" student through part of a daily program, and another staff member met one evening with the Student Council of the school. Although Student Council members may be somewhat atypical, their insights were tremendously helpful in the preparation of the report. We also talked with some of the merchants who have stores and gasoline stations in the vicinity of the school.

A number of classes were visited (approximately twelve), discussions were held with the superintendent, the principal, and the director of guidance, the students, as well as with a number of the teachers.

It is our clear impression that every person at the school was candid and sincere in his desire to provide relevant and honest information. We applaud the efforts of the staff and students for their forthright contributions.

Because of the nature of the study, I felt it imperative to review the report with the staff prior to the time it was submitted to you. This review session was held on Monday, December 9.

Finally, may I say that the report was prepared to assess the effectiveness of the Albuquerque Indian School—using the criteria established by your office. No effort was made to compare the Albuquerque Indian School with other elementary and secondary programs designed to meet the needs of the Indians. The report which is attached was meant to be a constructively critical assessment—not one which particularly tries to point out all the negative facets of the school program, but one which suggests where areas of attention and priorities might be directed.

The Southwestern Cooperative Educational Laboratory and its staff feel pleased to provide this service for the Senate Subcommittee and we hope that you will contact us if we can provide clarification on the report or provide additional assistance in the month ahead.

Sincerely,

JAMES L. OLIVERO, *Director.*

Enclosure.

SOUTHWESTERN COOPERATIVE EDUCATIONAL LABORATORY,
Albuquerque, N. Mex., December 9, 1968.

Senator WAYNE MORSE,
Chairman, Special Subcommittee on Indian Education, Washington, D.C.

DEAR MR. CHAIRMAN: On Monday afternoon I had an opportunity to review the report with the faculty and dormitory personnel at the Albuquerque Indian School. Following the report I entertained questions, and as you might expect, there were some questions about the analysis we gave.

Four major points seemed to come through:

1. Staff members do work longer than 8:00 to 3:00; all staff members, according to Dr. Ayers, work an eight hour day, amounting to forty hours per week.
2. Although there are no practice teachers in the school at the present time, we were told that a practice teacher from the University of New Mexico will be at AIS next semester. There have been a number of student teachers in the past in the areas of social science, music, etc.
3. The use of the term "matching" is, according to the faculty members, not an appropriate term as it relates to getting the students from one activity to another. Indeed, the faculty members insisted this was a matter of chaperoning students rather than actually marching.
4. The school is attempting to rectify the communications problem which exists between the parents and the school, and there are now two traveling counselors who make it a point to talk with parents.

If these points will add some substance to the report, please feel free to contact me if you want to add this information.

Sincerely,

JAMES L. OLIVERO, *Director.*

The document which follows is a report prepared by Dr. Henry Burger, Staff Anthropologist, Miss Donna Peck, Field Consultant and former teacher in the Tuba City, Arizona, public schools, and Dr. James L. Olivero, Director, Southwestern Educational Laboratory.

The reporting team commends the administration, staff, and students at the Albuquerque Indian School for their complete cooperation and assistance in gathering the data necessary to make this report. In the words of one of the teachers, "I hope everyone is honest and provides you with all information because we need a lot of help." We believe, indeed, that we did receive honest and straightforward answers.

A. THE EDUCATIONAL PROGRAM

(1) *The stated goals and philosophy of the school*

The Albuquerque Indian School is currently operating under three definite philosophies established for the school—one prepared by Mr. Zeller's office at the Bureau of Indian Affairs in Washington; the second statement was prepared by the area office, and a third statement which applies specifically to the Albuquerque Indian School was put together by the administration and staff of AIS. The statement from the national office apparently was designed by parties in Washington: personnel at the school indicated that they accepted the philosophy but had no part in the development of it. Greater participation was involved with the development of the area philosophy; the total staff was included in the development of the specific philosophy for the school. (Students did not participate in the establishment of school philosophy.) The local philosophy has been a changing document over the past few years, as needs have changed. We believe the reviewing committee would be interested in the three philosophical statements in Appendix A.

As one reviews the statements, it becomes quite clear that the guides are global in content. The review team, therefore, attempted to determine if specific behavioral objectives had been established—in the cognitive, affective, and psychomotor domains—which outlined guidelines for teachers to put into practice those things stated in general terms in the philosophy.

A review was made of the Courses of Study and, typical of most schools throughout the country, the course outlines ranged in strength from those which had established specific behavioral objectives to those which apparently copied the table of contents from a given textbook. Obviously, the effectiveness of the given school program (particularly the type which serves students with wide differences in ability, such as those who make up the student body of the Albuquerque Indian School) is only as effective as the teacher's ability to identify and teach toward specific performance criteria.

As we observed the classes which were taught, we concluded that the Albuquerque Indian School instruction reflected the same range as the course of instruction—"outstanding to unsatisfactory."

(2) *The relevance of the school program to needs and aspirations of population served. (The school program relates to or is influenced by the reservation relationship of many of the students.)*

There is definite evidence that some effort is being made to establish relevance between the needs of the students and the curricular offerings. For example, approximately 40 percent of the students enter the AIS from other schools; that is, they have dropped out or transferred from elsewhere. Compared with some other public schools in the country, this is a very high percentage—almost corresponding closely with migrant camp schools. According to Dr. Ayers and Mr. Rosenberg, of those students who begin the 10th grade at AIS, about 93 percent receive high school diplomas. Considering the state of Indian education elsewhere, this is a major accomplishment.

For the first time, we understand, a new course has be[illegible] introduced into the curriculum which attempts to outline some of the [illegible]e contributions that the peoples of the Southwest have made to [illegible] development of this country. We believe at least an average [illegible]s made to instill Amr-Indian values; this is a part of the curri[illegible] as well as one phase of the extra-curricular activities. If we understand Dr. Ayers correctly, there are, however, few cultural lessons being taught in classes; this may be a forthcoming development, however. We were impressed with the Christmas pageant that is being prepared—whereby each of the tribal representatives will illustrate at a Christmas program how Christmas is celebrated in each of the respective tribes at the AIS. (This is largely a student-designed attempt with minimum faculty supervision.)

With these positive points in mind, the visiting committee was concerned about the lack of elective course alternatives, about the questionable state of behavioral objectives, about the lack of in-service education to help teachers orient their thinking toward performance criteria and about the lack of a systematic evaluation system at the school. Many of these points will be spelled out more clearly in subsequent paragraphs.

(3) *Relevance and adequacy of curriculum and textbook materials and library materials to students' background and needs*

There is no question that the quantity of materials available for students and faculty members is sufficient. Visiting the classrooms indicated a wealth of materials in terms of quantity. There is some question, however, about the complete *relevancy* of materials. A number of teachers indicated that students were unable to use the textbooks that were available for the classes. Both the oral language difficulties and reading difficulties often prohibit students from gaining maximum utilization from the textbooks.

One member of the team was particularly discouraged that few courses had been built around the concept of performance criteria—a majority of the classrooms were established along the typical, academic parameters designed for most college-prep type schools. This was not the case, however, in some of the "skill" areas such as home economics and industrial arts.

The library—and incidentally the entire school—is an accredited institution with no deficiencies noted on the report from the State Department of Public Instruction. The most recent accreditation statement was received in May 1968. A number of books in the library reflected a concern on a part of the school officials to provide information about the historical accomplishments of Indian groups.

As we reviewed the course of study and the textbooks being used in the class, it was clear that most of the textbooks were adopted within the past 3 years—although other books were being retained on the shelves as supplementary materials. Everything at the school appeared to be used until it was completely worn out.

Most classrooms were equipped with up-to-date audiovisual equipment and at least 10 percent of the teachers in the classrooms visited were using the new devices. Apparently, the problems in the school are not those of materials and audiovisual equipment; a definite problem *is* one of keeping a very old building in operating condition. For example, one building has a hole large enough that pigeons fly into the classrooms and water drips from the ceilings when an upstairs drain is used. Other buildings on the campus have already been condemned and if it were not for portable classrooms that have been installed, the reduced population that is now being served could not meet on the campus. Student council members openly complained about the conditions of the dormitories.

(4) *Student achievement as shown by such indices as dropout rates, truancy, achievement test results. Student achievement compared with national and state norms and basis for promotion. How many go into college or junior college?*

Clear and specific records about dropouts were not readily obtainable although it would be possible for school officials to gather specific data on this matter if the records that do exist were completely analyzed. The need to expedite this report for the Senate subcommittee precluded our request to have the school officials delve into the records that have been accumulated. Apparently, however, most estimates by staff members would indicate that at least 20 percent of the students who enter the ninth grade do drop out before completing the work toward the high school diploma. This is somewhat lower than the national average.

Truancy is apparently a rather difficult problem for the administration and staff, but efforts are being made by the guidance and counseling department to resolve these problems with parents, tribal leaders, and the area agencies. On a given day (one visiting committee member visited the day following the Thanksgiving vacation which was further complicated by a snowstorm in Albuquerque) 142 students failed to return to school and were counted as AWOL. Approximately 325 went home for the holidays. Past experience, according to the administration, would indicate that most of the students would return within the week. There was some indication that some youngsters make a habit of running away from the school, and therefore it becomes necessary to have these students removed for their own safety as well as indicating to other students that such behavior will not be tolerated. (While talking to merchants in the area there was general agreement that the Indian students were always well-behaved and never caused any problems.)

The students are promoted on the basis of the standards teachers have individually prescribed for the courses they teach; most teachers pointed out "we maintain high standards." Because the course of study indicated global goals and objectives, and this was confirmed by individual discussions with teachers, it was impossible to determine specifically how the performances on the part of students were used as criteria for promotion.

A review of a random sample of essays (junior high school and high school) indicated a vast range of student ability. During interviews three students indicated their work was copied "word for word" from the encyclopedia. Although this was obviously not the case for most of the papers, the conversation with the students raised serious questions about how carefully papers prepared by students were being read by teachers.

From the information provided by the principal and the guidance director, as well as the former guidance director, it was apparent that more students are now going on to college than had been the case in the past. The greater success of the graduates in going to federally subsidized activities rather than activities in which the dominant Anglo community compares non-Indians with them is seen in the following figures. They are based on a questionnaire sent, according to Dr. Ayers, 3 months after graduation to the graduates. (Please note that this does not include those who failed to graduate.) Furthermore, only 50 percent replied and we may reasonably assume that the 50 percent who do not are the *less* successful.

Planned activity after graduation	Percent succeeding in goal	Number of students
1. Attend Haskell Institute (U.S. Government supported)	80	57
2. Attend Albuquerque Vocational Training (assume Government supported)	70	125
3. Go to college (perhaps supported by Government; perhaps freely chosen against non-Indian competitors.)	50	30
4. Other and miscellaneous		2
Total		190

With the development of new junior colleges and vocational schools the number of students leaving high school and continuing their education is likely to increase. A major problem in this regard, however, is the need for scholarship moneys to help the students with their day-by-day living expenses. In a discussion with two high school seniors, both indicated they were unaware of information leading to college admission requirements—that no one in the school had informed them of these requirements—and that they had heard from other students in college that the most difficult problems were related to keeping up with all the reading. Apparently no students were involved in a speed-reading program. Some students were participating in a class for slow readers and a reading specialist is now on the staff.

(5) *Adequacy of student records including the adequacy of followup information on graduating students*

A random selection of 12 students' records was made and these were reviewed. The records were well organized and included a wealth of information that could be terribly helpful in diagnosing learning difficulties and prescribing specific learning activities to overcome those difficulties. When talking with the elementary school's supervisor, however, nothing in the discussion indicated that the elementary teachers ever talked on a formal basis with the secondary school teachers about students and about information contained in the folders. The articulation and continuity of the program for students progressing from the elementary and junior high school level to the senior high school level is at best less than adequate.

New students entering the school are given a series of tests, including the California Achievement Test, which is used in the placement of students in "appropriate" classes. A *nongraded* system has been organized for students who are far below grade-placement. The California Achievement Test assumes that students can read the English language. In some other schools where this test is used, its relevancy for non-English-reading students is questionable. In fairness to the school, however, almost all institutions use the same test and suffer the same problems.

One of the nongraded classes to which this report refers was visited; the classroom gave evidence of a real attempt to individualize instruction. Unfortunately, while the student-teacher ratio is approximately 1 to 20 at the secondary level, and 1 to 27 at the elementary level, the nongraded class had a teacher-student load of 1 to 34. The needs of the youngsters and the size of the class made this goal of individualization impossible. The preceding year, title I funds were for teacher aides but these funds were reduced and the two nongraded classroom teachers were sharing one aide. When asked about the preparation the teachers had to teach a nongraded class, the principal indicated that they would attend a 2-day workshop in Santa Fe this coming week. It was clear from a conversation with one of the teachers that she needed a great deal of help and the class observation would certainly support this contention. It is highly unlikely that a 2-day workshop will resolve the difficulties.

The committee applauds the school and the teachers for their efforts to meet individual needs, but assistance in defining behavioral objectives, determining appropriate content, establishing effective methodological operations, and determining evaluative criteria are all necessary before the program becomes effective.

Students complained strongly about the lack of course offerings (see student questionnaire summary). Apparently only a very limited number of electives are possible. Although the school population is small and with limited funds to operate, offering a large variety of courses is somewhat impractical, we did not see evidence of alternate year offerings that would enable students to have a wider selection of courses while at the same time not requiring teachers to have too many preparations.

(6) *Teacher qualifications, rate of turnover, employment history*

At least half the members of the fifty-man faculty have Masters degress, the superintendent possesses a Doctor's degree, and a number of other faculty members are well along the educational path toward a doctorate. The turnover rate is low; with the exception of two new people who had been hired to the staff this year, and a home economics teacher who had been there only 6 years. All other teachers with whom we talked had been there for a period of time extending from 14 years to 31 years of service. Many of the teachers are a husband-wife combination that have been with the Bureau of Indian Affairs in schools out on the reservation before coming to the Albuquerque Indian School.

The visiting team asked about salaries paid the teachers, and information we received suggested that the teachers in the Albuquerque Indian School are paid considerably higher than those teachers who work in the Albuquerque Public Schools. Evidently, the civil service levels established for teachers have been high enough to retain staff members for a long period of time.

Although most schools suffer from a high turnover rate, the visiting team raises a question about the converse in the case of the Albuquerque Indian School, i.e., has the turnover rate not been great enough? One could ask the question whether the kind of “spark” necessary to keep current with new changes in curricular offerings and methodology is a part of the makeup of teachers who had for a long period of time been promoted yearly in the same system. One teacher, for example, indicated that no one really worried about being downgraded on a performance evaluation; the Civil Service protects them. Both teachers and students complained about “other teachers” who saw their job as an 8:00 to 3:00 matter. Some of the students said some teachers had been here “too long.” Apparently, student teachers from the University of New Mexico do not practice-teach at the Albuquerque Indian School, and one wonders why this access to bright “movers” has not been capitalized upon.

Apparently most of the teachers do participate in some of the summer NSF workshops as all of the mathematics teachers in the school are trained in the techniques of modern mathematics, a situation which does not occur in many schools throughout the United States. At the present time, no in-service meetings are being held for teachers—a matter which contributes to the lack of communication which is felt by a number of the staff members.

Many of the teachers and administrators have felt stifled in their efforts toward creativity and imagination. Our visit would support this contention. For example, the administration has been bombarded with visiting teams of people—such as this subcommittee which was invited to attend but received no letter of introduction or phone call from the Senate subcommittee directors or from the BIA. A visit just one week prior to the time of our visit by another senatorial committee, constant review teams from the Bureau of Indian Affairs, multiple forms to complete, and requests from a variety of organizations throughout the area to “use’ the Indian Student Band or Choir for one purpose or another, contribute to the point of view of “why fight it?”

Both students and faculty members are concerned about the number of restrictions that are placed upon them by the BIA—at least they perceive that the regulations are imposed by the BIA. On many occasions when the visiting committee asked why something wasn't approached from a different perspective, the answer received was, “The BIA has a rule against that.”

(7) *Dormitory aides: number and qualifications*

The dormitory aides, primarily Indian adults, provide a number of services for students. The students, however, believe they can survive the academic program but are highly critical of their dormitory experiences. Students complained that the dormitory aides were highly restrictive in some activities the students felt strongly about. Specifically, in discussions with students, some of the following complaints were noted: (1) The senior students rejected turning out the lights at 9:30 p.m., particularly when they had been assigned by teachers to observe a given television presentation, (2) girls particularly objected to being “marched” across campus at night when they were going to and from one place of activity to another, (3) both boys and girls objected to people entering their rooms without knocking—the people to whom they were referring were the dormitory aides and department heads, (4) students reacted negatively to "collective" punishment. One student indicated one girl in a room was smoking and when the matron entered the room on a snap inspection she caught the girl. All six of the girls in the room were punished for having allowed the other girl to smoke. Young men indicated the same general area of concern. Punishment usually consisted of weekend restriction, never physical punishment, (5) there were general complaints about "religious" matters, that is, some of the students wanted to attend the church of their choice but were not permitted to do so.

As one might expect, however, the greatest protest came over the food in the cafeteria—this is a very typical complaint of many students although some of the Indian students thought they should occasionally have some of their native dishes prepared. The real concern that students expressed came over the fact that when they made complaints nothing ever really seemed to happen.

From the preceding outline there is little wonder that some of the students in their discussion often referred to the total operation as "the concentration camp" and the "jail".

Two dormitories have been condemned and there is now a large degree of overcrowding in the existing dormitories. Space has been reduced from the dormitory aide quarters so more students can be accommodated in the dormitory. The major conditions and problems of overcrowding have been expressed by all people at the school—teachers, administrators, dormitory personnel, and students.

The two principal divisions of the school into "Bordertown" and regular (meaning respectively, students going to school in Albuquerque Public Schools vs. those going on this Indian campus) formerly lived in separate dormitories, and got into fights. Now they are integrated and are now friendly.

Although there are some families in the community that would like to have students live in their homes, school officials have indicated this type of program is "more trouble than it is worth." Without this option there are few alternatives left for increasing the student population.

Many people with whom we talked thought the dormitories might be condemned in the near future.

(8) *School accreditation*

The information about school accreditation was covered in an earlier statement. The school is fully accredited by the State of New Mexico.

(9) *Adequacy of vocational or prevocational training programs*

The visiting team would like to commend the school on the prevocational training programs for the Albuquerque Indian School students. We have evidence in this program that students are motivated, that there are exceptionally well-qualified instructors, and that clear definitions of behavioral objectives and relevant evaluative criteria exist. The vocational programs were apparently well equipped.

(10) *The residential program: One is provided for students for the hours they are not in classes or studying*

The document in Appendix B prepared by Mr. Quentin S. Jones, Education Specialist (Student Activities), indicates a number of extracurricular activities available for students.

At the student council meeting we attended the students were preparing for a number of different extracurricular activities. The advisors permitted the students to conduct their own meeting and it was a very well-run session. Clearly, the students both by their actions and by their discussions were learning how to accept responsibility.

In addition, some of the students are given permission to stay overnight in Anglo homes in the community as well as inviting friends to stay overnight in the dormitory. Some field trips are provided for students and overnight sessions are sometimes arranged when commitments can be obtained from other BIA schools.

Many students indicated they watched television and attended some of the movies. Many suggested that the biggest difficulty with extracurricular activities was the problem of finding time to participate. Students are programed for most of the hours during the day and evening. Only about an hour or an hour and a half (according to students) was considered "free time."

The summary, which establishes a resume of answers to a questionnaire that was completed by students in grades 10–12, also provides some interesting feedback on this criterion.

B. STUDENT SELECTION

(1) *Breakdown by current enrollment by tribe and reservation*

Although most of the students come from the "Big Navajo," 177 students come from other tribes. Approximately 50% of the students admitted to the Albuquerque Indian School are admitted on the basis of educational criteria while the remainder of the 744 students are admitted on the basis of welfare and social criteria. Three hundred and twenty-two students are involved in the "Bordertown" program—this is a contractual arrangement with the Albuquerque Public Schools.

Specific breakdown of the student enrollment figures is included in Appendix C.

(2) *Who makes the decision regarding placement of the students? (See Appendix D. Eligibility for Admission.) We would like a breakdown of current students and any comments you can solicit regarding the method and effect of this "selection" process*

The selection process is usually determined by representatives in the field, i.e., if the representatives in the field suggest "Bordertown" schools, these students are placed in the "Bordertown" program. If the representatives in the field recommend the "Regular" program, the students are placed in the regular program. Theoretically, at least, the students who are in the Bordertown program are those students who have met grade placement achievement levels. (Although the students probably could not attend Albuquerque Public Schools for such reasons as low grades or age, they do not seem to feel ethnically discriminated against.) Although this process is probably relatively accurate, a number of "mistakes" are made in the placement determination of programs most appropriate for students. Administrators and students confirm this statement.

Many of the teachers at the school indicated "we receive the students when nobody else can handle them." Although this may be true from many different perspectives, this type of attitude, in the opinion of the visiting team, has a tendency to help establish "self-fulfilling hypotheses." Indeed, some of the teachers believe they have students who cannot learn and who are mentally maladjusted. Some other staff members believe the problem is far less than that expressed by others and that "things out there aren't nearly as bad as some people see them when compared with students in the public schools."

(3) *Parental involvement and selection of students*

In a number of discussions with teachers, students, counselors, and administrators, it became quite apparent that students have relatively little involvement in the selection of courses. Students indicated courses were assigned by the principal. Perhaps many parents would not be prepared to help students make course selections, but apparently the possibility of doing this is not a viable alternative.

One committee member interviewed a few parents and one student living on the reservation. In the case of the selection process, the children themselves seem to select the school almost exclusively. Only in one case did the mother actually have the dominant choice in choosing Albuquerque Indian School versus the Phoenix Indian School. The selection process seems as follows, according to the interviews done. The child decides that he or she would like to go to school in a border town area. The child talks to his parents and the parents give the child their consent. The child then goes to the local BIA official, usually the superintendent of the local BIA school, who then arranges for this child to be placed at the Albuquerque Indian School. All parents interviewed indicated that the selection was not their choice to be made. It was up to the child and the parents really had very little to say about it because they themselves were not going to go to that particular school.

The BIA pays for the children's transportation to Albuquerque in the fall and back to their homes in the spring. All other home visits are paid for by the parents, including weekend visits, holiday visits, etc. Some parents are able to pay for their children's transportation and some are not. Consequently, some children do go home much more often than others. Parents whose income is less than adequate many times find the means to go to the Albuquerque Indian School themselves; thus, the parents go over to the school to visit the children in some cases more often than the children come home to visit the parents.

The question was asked how the parents voiced complaints about what is going on either in the school or in the dormitories. The parents were evenly divided on this particular question. Half of the parents indicated that they had nothing to say about what went on at the school or at the dormitory. They felt that if the problem or problems became too great, the child would communicate this to them and the child would then ask to be removed from that school. They would come to get the child, and the child would be placed in another school, in three cases a public school.

The other half of the parents interviewed said that if there were a problem of any type, they themselves would definitely go to the school to see what the problem was, to talk with their children, and to the teachers and counselors. For example, one girl was having difficulty at school. This was communicated to the parent through a telephone call. The parent, who is not wealthy at all, went to the school to talk to the teachers and counselors and her girl. She was told that her girl was "bad" and that the girls with whom she was associating were exerting a negative influence on her. The parent talked to her girl and felt that the problem was somewhat straightened out. She was questioned as to why the girl was bad or why the girls with whom she was socializing were exerting a negative influence. She didn't know.

It was explained at the school that committees according to various tribal groups are set up to handle complaints. One person is chosen from an area and that person goes to the school officials with the parent. According to the information received in the interviews, this particular means of voicing complaints is completely bypassed. If there are complaints, the parents go directly to the school and speak directly with the people involved.

Although the United Pueblo Agency is located on campus, many of the Navajo students with whom we talked indicated that they had not met any of the representatives and probably would not go to them even if help on a problem were needed.

(4) *Student involvement in selection of school*

Students apparently participate in the selection of the type of program in which they will be involved when they meet with the various field representatives. Four students with whom we talked had not received assistance from counselors on the selection of courses—perhaps because there are few electives available—although six other students with whom we talked received close and personal attention in the process of selecting courses.

In a discussion with one student who had been in school since September, th student indicated she did not know it was possible for her to go home during Thanksgiving vacation. Apparently notices are mailed to the parents indicating the procedure for getting students released to come home during vacations. Some parents may not be able to read the letters written in English, and unless they can find someone to interpret the letter, they are unaware of the vacation procedures. The latitude a student has at the school is dependent upon how quickly he is able to adjust to the system.

The parents do not receive any publications about the Albuquerque Indian School, or in the case of bordertown students, about the school in which the children are placed. They receive no information about the dormitories or other living conditions. What information they do receive seems to come exclusively from the children themselves. All parents indicated a definite interest in knowing where their children were, what kind of living conditions they were in, what kind of schools they were going to, and so forth. They were asked if they received any pictures or things of this sort. None were received. All of them stated that they would like to know more about the school and the dormitory life, and all felt that this would be a much better situation.

None of the parents were aware of their child's curriculum except possibly through letters sent home by the children. They had no voice in what courses the child took in school, perhaps because all of them felt that this was an individual responsibility of their child or children in school, and it was the responsibility of the school itself to decide what the curriculum was. None of them felt that it was their own personal responsibility to decide what their child's curriculum should be.

When asked if she felt that her child was learning responsibility at the Albuquerque Indian School, one mother was very strongly in favor of the responsibility that she felt her child was learning. She cited such examples as, "My child now knows how to wash big windows and little windows; she knows how to make her bed; she knows how to prepare material for sewing, and so forth." The question was raised as to whether the child would learn this at home, and the mother felt that these skills should be taught at school as she was working and didn't have time to teach her children at home in an adequate manner. Another person, asked the same question, felt that one of her daughters showed responsibility innately and consequently was learning more responsibility at Albuquerque Indian School. Her other daughter, she felt, was not necessarily attuned to responsibility and probably wouldn't learn it anywhere.

In all cases, those parents whose children were under the bordertown program said that their children definitely liked the schools which they were attending. The children were able to choose the courses which they took or were taking, there was a large amount of equipment for the children to use, and there were social activities for them to attend and clubs for them to join if they chose to do so. One parent definitely felt that her child was receiving a much better education because of the urban environment in which the child was located than the child would if she attended a school on the reservation. The strongest complaint was that the dormitories were too crowded. Those students attending the dormitory and participating in the bordertown program did not like the dormitory situation at all. One bordertown student who was interviewed complained about the regulation process.

There seemed to be ambivalence about the opportunity of placing students in private homes to avoid the crowded dormitory situation. One parent felt that she might be in favor of this if she knew something about the family, but since there seemed to be little communication with the school, at this time she would not be prepared to give consent to her child being placed in a private home. However, she felt that the idea would be a good way to avoid the crowded dormitory situation. The student interviewed had no knowledge that this was possible. She felt that it was impossible, in fact. Several other parents felt that the school could do a better job of providing adequate living conditions than could a private home because again the parents wouldn't know with whom their child was being placed, and consequently bad influences could be exerted upon the child without their knowledge. One parent who had attended a bordertown school herself for seven years, five of which she remarked were quite nice because she learned how not to be lonely the first two years, felt that the dorms were not crowded and that her child would have no reason to complain about this particular issue at all.

In summary, the parents seemed quite interested in their children's school life and dormitory life, and would like to receive more information about this. It is strongly recommended that more communication be set up between parents and school. The parents at present do not seem to have a sense of involvement with the school and their children.

(5) *The counseling and guidance program*

(*a*) *Number of counselors*

There are two major types of counselors, the regular school counselors and the other group that live in the dormitories. Although the counselor-student ratio is much better than most schools around the United States, the teachers and administrators indicate that the problems of social and mental adjustment are greatly increased in the school, comparatively, and additional counselors are needed.

The parents were very impressed with the fact that the children had a dormitory tutor to help them in their studies. They felt that the counseling program was not sufficient. One parent had received communication from her child that she simply didn't get a chance to see the counselor often enough, the counselor in this case being Mr. Jones. The bordertown student interviewed definitely concurred with this. She liked the idea of being able to talk to Mr. Jones and felt that this benefited her a great deal. She said that other personnel were available for her to talk to, but she didn't seem to relate to one individual in particular.

Most of the faculty members believe the new director of guidance and counseling will offer a great deal of assistance to the faculty members and students. He identified as being one of the most crucial problems the matter of "communication," as communication relates to attitudinal understanding of one's self and one's fellowmen. The program which is being initiated, under the auspices of the Superintendent, is an interesting one which should result in greater "cultural awareness and sensitivity on the part of teachers."

Some of the Indian teachers at the school indicated that the "cultural" course of study is essential. It is quite necessary, they believe, because many of the teachers who have been around for quite some time believe "there isn't anything I don't already know about teaching Indians," while some of the other teachers believe a stronger "military-type" organization must be established in order to obtain greater disciplinary control over the students. The counseling program, then, in the opinion of the committee, should be directed both at students and the faculty members.

(*b*) *Counselor qualifications*

Although we failed to ask specific information about this question, we would surmise that because the school is accredited by the State of New Mexico all school counselors meet certification requirements.

(*c*) *Effectiveness of programs*

Most of the faculty members and students would agree that the counseling and guidance program is one of the better aspects of the school although in the same breath they would probably concur that greater communication is necessary between the guidance and counseling office and the students and teachers; greater attention is needed for those students who have social adjustment problems; greater effort is needed to develop new diagnostic instruments for identifying learning difficulties and greater assistance is needed in helping teachers interpret test results for implementation of functional programs.

(*d*) *What special assistance is available for students with emotional or psychological problems?*

The answer to this question has been covered in a variety of ways in other statements earlier in the report.

(6) *School-community relationships. Availability to students and participation by them in the community activities*

Students participate in a number of community activities at the request of their service organizations, schools, and other community groups. Some students have friends in the community whose homes they visit.

Most students indicated that they spent most time on-campus, however, as they found this to be the place where their friends stayed and where they had a sense of "belonging."

When asked about "narcotics" or "drinking" problems, the committee was told that there are no narcotic difficulties and only the typical number of drinking problems. The students, however, apparently feel that the drinking problem is somewhat greater than the faculty believes.

(7) *Relationships of school and other educational institutions and employment centers in the area*

The Albuquerque Indian School has a contract with the Albuquerque Public Schools for the education of some 323 students in the bordertown program and very close communication is established between the schools involved in this program and the Albuquerque Indian School. Currently, four senior high schools, four junior high schools and one elementary school are participating in the contractual arrangement. This is an effort to eliminate the possibility of segregation if all the Indian students attended one school.

As far as the University of New Mexico is concerned, however, there are no student teachers from the University who teach at the Albuquerque Indian School. We have been unable to determine from the University or from the officials at the Albuquerque Indian School the reason for this.

The brevity of our visit also failed to bring us definitive answers about the relationship with employment centers in the area. In discussions with students, however, most indicated that they did not work during the school year although some did hold jobs. Most indicated that they work on the reservation or in an area near the reservation during the summer months. Two students did indicate it was possible to live in the dormitories at the Albuquerque Indian School during the summer months if employment were available in Albuquerque and if they would pay room and board.

(8) *The physical plan. Physical condition or dormitory quarters and classrooms*

All physical spaces, excluding the new portable classrooms and one of the administrative wings, were in strong need of maintenance and, according to the staff members, it was likely that some of the buildings would soon be condemned. We must commend, though, the teachers in the classrooms who were making every effort to keep the environment of the classroom bright and cheerful. Classrooms were clean and attractive. The restrooms, though, and some other parts of the building were clearly not receiving some of the attention needed as evidenced by profane language and other obscene pictures drawn on surface of walls—and these have apparently been there for quite some time.

IN SUMMARY

Questionnaires were completed by both faculty members and students. We believe the questionnaires as summarized on the following pages provide the reader with an interesting analysis of the situation at the AIS. Only those comments that reflected a general profile have been included in this summary; all questionnaires, however, were forwarded with this report.

7. Should courses be added to the curriculum? 24 yes, 5 no. If your answer was "Yes" please indicate what courses should be added.

Manners-Behavior for boys
Business courses
Spanish
Psychology
English
Math
Government
Sociology
Public Speaking
Vocal Music
Home Ec. for boys
Indian History
Arts and Crafts (jewelry, weaving)
Civics
Economics

8. Do you have enough time to plan for your classes?

Always	2	Seldom	3
Usually	13	Never	1
Average	9	On own time	2

9. Are your materials (textbooks, etc.) up to date?

Always	10	Behind	1
Usually	15	Very out dated	0
Average	2		

10. Do you feel your ideas for improvement are accepted by the administration?

Always	3	Seldom	4
Usually	9	Never	2
Sometimes	10		

Feel free to make additional comments on the back of this paper.

Please complete the following questions checking the answer that most represents your evaluation. (Do not sign your name.)

1. Do you have the opportunity to take the courses in school you wish to take?

All the time	29	Very seldom	32
Usually	56	Not at all	12
Some of the time	89		

2. Do your teachers, as they teach class,

Lecture all the time?	32	Seldom lecture?	40
Lecture more than 75% of the time?	86	Not lecture at all?	1
Lecture 50% of the time?	78		

3. When you use the library, do you find.

More materials than necessary?	25	Seldom find enough materials?	6
Usually find enough materials?	66	Never find enough materials?	7
Sometimes do, Sometimes don't find enough materials?	113		

4. Do you feel that yor are permitted to participate in decision-making activities at the school?

Always	28	Very seldom	32
Usually	49	Not at all	27
Some of the time	76		

5. What are the three best things that you like about school?

Activities	32	Left blank	13
Free education	17	Miscellaneous	
Teachers and classes	12		

6. What the three things you most dislike about school?

Class periods too long	25	Restrictions	25
Dining Hall (bad menus, crowding and lunch period too short)	42	Bad Manners of students (boys)	14

7. Do you receive individual attention from your teachers?

Always	8	Seldom	9
Usually	21	Never	6
Some of the time	30		

8. Are there courses not offered at school that you would like to take? Please list them.[1]

None	23	Shorthand	14
Additional Sports in P. E. (swimming, boxing, judo, etc.)	27	Bookkeeping	10
		Spanish	17

9. Which courses do you like most and dislike most?[1]

Like most:		Dislike most:	
English	34	None	24
Math	25	Math	11
Home Ec.	19	History	11
P. E.	18	English	11
History	13	Science	10
Band	16		
Science	26		
Typing	16		

10. How do you feel about your school?[1]

Greatest	6	Below average	5
Pretty good	31	Worst	4
Average	24		

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[1] Answers to questions 5–10 recap 75 questionnaires.

APPENDIX

MAJOR GOALS OF THE DIVISION OF EDUCATION

BUREAU OF INDIAN AFFAIRS

(1) To improve the health of students.

(2) To improve the curriculum and schools.

(3) To expand vocational and technical education programs.

(4) To extend education for children at both ends of the spectrum by providing kindergartens as rapidly as possible and, at the same time, making junior college, and full college education freely available to greater number of students.

(5) To reduce class size by providing more classrooms, more teachers, and more teacher aids and para-professionals to help teachers.

(6) To imbue the entire Bureau school system with an increased respect for American Indian history and culture.

(7) To extend Pupil Personnel Services to all students.

CHARLES ZELLERS,
Assistant Commissioner (Education).

ALBUQUERQUE AREA PHILOSOPHY OF EDUCATION

The task of Education is to help provide the opportunity for every child:

To develop and to maintain sound health in body and in mind.

To maintain pride in his heritage and to have respect for that certain body of tradition his people value enough to preserve from generation to generation.

To develop and to practice a code of moral ethics acceptable to himself and to the society in which he lives.

To acquire such social skills as will contribute to the prudent use of leisure, to contentment, and to the ability to function effectively with others socially or at work.

To learn the art of straight thinking, to recognize a problem when he meets one, and how to attack it in order to arrive at the most satisfactory solution possible.

To develop a scientific, inquiring mind which will lead to continuous growth and learning.

To develop to the limit his intellectual and creative ability, the end result being a self-supporting, self-respecting, contributing citizen who can participate in the national life equally with his fellowman.

In summary, the philosophy is to develop each personality to its full stature and maturity, and to equip each individual with the abilities, skills, and understandings which will permit him to live harmoniously, productively, and happily in a changing democratic society.

A Modern Philosophy for Indian Education

BASIC PREMISE

1. Growing acknowledgment of the need for education among the tribes.

2. The apparent willingness on the part of the tribes to integrate their ethnic linguistic, political, economic, and social assets with those of the predominating culture.

3. Increasing realistic awareness of the political, material, and scientific world.

4. The problem of population growth is common to all tribes; its concomitant social, economic, health, and moral questions need resolving.

The above basic premise presents a challenge to education. There is an apparent need perhaps for outlining a new philosophy that will facilitate this transitional integration. The Indian and its numerous, diverse, ethnic cultures, find a parallel in the Middle East where 200 million people are endeavoring to establish their position in the world community.

PHILOSOPHY

The educational base should be broadened to make education the meeting place of all cultures, where the following could be effectively consummated.

1. Understanding and emphasis on similarities rather than differences.

2. To broaden attainable horizons, specifically as well as generally.

3. To give them the skills, technology to equip them for full realization of potentials.

4. To study moral values to integrate ethnic differences in this respect.

5. To understand and evaluate urban and rural living in this modern world, particularly in relation to communication, health, and citizenship.

Samuel Rosenberg
Principal

1. Number of Indian students enrolled:

Bordertown program (Navajos)	323
Regular program (Navajos)	244
Regular program (Other Tribes)	177
Total Navajos	567
Total Enrollment	744

2. A tribal breakdown and reservations from which the students come:

Acoma Pueblo	13	Santa Clara Pueblo	1
Isleta Pueblo	3	Santo Domingo Pueblo	20
Jemez Pueblo	3	Taos Pueblo	12
Laguna Pueblo	7	Zia Pueblo	1
Picuris Pueblo	2	Jicarilla Apache	7
San Felipe Pueblo	14	Mescalero Apache	66
San Juan Pueblo	1	Ute	13
Santa Ana Pueblo	1	Zuni	13

Other Tribes—Total Enrollment—(All under the Albuquerque Area)	177

3. Reasons for enrollment in the school:

(*a*) Educational criteria (other tribes)	6
(*b*) Welfare and social case (other tribes)	171
Total	177
(*a*) Educational (Navajos)	529
(*b*) Welfare (Navajos)	38
Total	567

Eligibility for Admission.—Children otherwise eligible who meet one or more of the criteria listed below may be admitted to Federal boarding schools:

A. Education criteria

(1) Those for whom a public or Federal day school is not available. Walking distance to school or bus transportation is defined as one mile for elementary children and 1½ miles for high school.

(2) Those who need special vocational or preparatory courses, not available to them locally, to fit them for gainful employment. Eligibility under this criterion is limited to students of high school grades 9 through 12.

(3) Those retarded scholastically three or more years or those having pronounced bilingual difficulties, for whom no provision is made in available schools.

B. Social criteria

(1) Those who are rejected or neglected for whom no suitable plan can be made.

(2) Those who belong to large families with no suitable home and whose separation from each other is undesirable.

(3) Those whose behavior problems are too difficult for solution by their families or through existing community facilities and who can benefit from the controlled environment of a boarding school without harming other children.

(4) Those whose health or proper care is jeopardized by illness of other members of the household.

B. Busby Boarding School, Busby, Montana

1. EVALUATION OF BUREAU OF INDIAN AFFAIRS BOARDING SCHOOL, BUSBY, MONT., BY DR. ARTHUR L. McDONALD AND DR. WILLIAM D. BLISS

MONTANA STATE UNIVERSITY,
Bozeman, Mont., January 7, 1969.

Senator EDWARD M. KENNEDY,
Chairman, Special Subcommittee on Indian Education.
Senate Office Building,
Washington, D.C.

DEAR MR. CHAIRMAN: As I am uncertain about a proper format for this report, I will allow myself to be somewhat informal and trust that you will incorporate this material into your report in any way that is most appropriate and helpful.

To take up one at a time, the points raised in your letter to me dated December 4, 1968; with regard to the availability of reliable information and/or data on the educational problems and performance of Indian students and the schools they attend in Montana, it appears that there is practically none. I am sure that this is not literally true; I am still firm in the faith that there must have been some M.A., Ph. D., or D. Ed. papers done on this problem in Montana but we have not come upon them in the brief time available to us. Five years from now, the situation will be different; there are master's degree studies being conducted now on the Crow reservation by Montana State University students (about which I shall say more later) and there are several other data collection programs underway in the State but none completed and published that we have found out about. A cynic would be tempted to say that the interest of Montanans in Montana Indian education has exhibited a remarkably high correlation with the availability of Federal money to study the problem, and the availability of Federal funds is of too recent origin for our new found interest in the plight of the red man to have borne fruit.

With regard to point 2 of your letter, I have called the Reverend Auer in order to find out whether he is going to provide you with what you need but have so far been unable to reach him.

As to the third point, Dr. Arthur L. McDonald of the university and myself visited the Busby School on December 16 last. We spoke at considerable length with the Bureau of Indian Affairs Supervisor of Educational Programs, Mr. Weston; the Busby High School principal, Mr. A. P. Chinn; the Busby Elementary School principal, Mr. Dave Doyle; and with the heads of the boys and girls dormitories respectively, Mr. Sheehan and Mrs. Shurig. Among other things which became apparent during our discussions with the above individuals was the fact that an accurate and complete picture of the situation at the Busby School was not to be developed in 2 days; perhaps in 2 weeks, certainly in 2 months, but not conceivably in 2 days.

The key man in the educational situation was pleasant, patient, outwardly cooperative, and totally unhelpful. He denied the existence of information which we later found to be immediately available in the school files; he denied the availability in usable form of any of the factual type of information which we requested; he denied the existence of anything that could be called a critical or significant problem in the operation of the school. His attitude made it apparent that it would be necessary for us to go through the school files drawer by drawer in order to obtain "hard" data; the attached report, therefore, is primarily based on our extensive discussions with the above-named individuals, briefer discussions with teachers, students, and aides, and our own observations.

Concerning point 4: We have asked Dr. Elnora Wright of the faculty of College of Education of Montana State University, who is administering a program of developmental testing of Indian and non-Indian pupils on and near the Crow reservation in southern Montana to prepare a statement based on her work and her observations. We also requested statements from two people we knew to be very interested in the problems of Montana Indian education, the superintendent of schools for Big Horn County (which contains the major portion of the Crow and Northern Cheyenne reservations), Mr. E. W. Hubley, and the Big Horn County representative to the State legislature, Mr. E. W. Christensen. Neither felt that he could provide a written statement but we interviewed both of them, Mr. Hubley very extensively and Mr. Christensen somewhat less so, and we include, as attachments, summaries of the points of view, conclusions, and recommendations of each of these men.

We received a number of very clear impressions ourselves as a result of our 2 days of interviews and discussions in the Busby-Hardin area, our conversations with people in the State who have been concerned in one way or another with Indian programs and our examination of available documentation of Indian education programs and problems in Montana. These overall impressions of ours are as follows:

1. The Busby School is relatively ordinary in every respect. It is not doing a particularly good job of educating its pupils, but then neither is its public school counterpart at Hardin just off the reservation. It is not doing any kind of a job of rehabilitating the misfit children in its boarding school program; but then it was not designed, funded or staffed as a mental health clinic. The Busby School, both day and boarding, seems to be operating primarily as a custodial institution, designed and functioning to give Indian children something apparently relevant to do until they are 18 years old while creating a minimum of strain and anxiety for all concerned—pupils, parents and staff. In the light of our third comment, below, this does not seem to us to be either unrealistic or unfair under present circumstances.

2. Working to get an education represents at least two very important things to an Indian pupil. First, it represents an investment of faith in the white man—"a white man's education will lead to a better life." Unless the Indian pupil does believe that, there is no point in his making an effort in school; however, not only does an Indian have 400 years of precedence for the considered opinion that faith in the white man is disastrous in general, he has the evidence of each class graduating from his school that faith in the white man would be stupid in

this particular instance. (With too few exceptions, the Indian with a high school education is no better off than the Indian without one.) Second, working for an education represents an acceptance of white culture and values; but many, perhaps most, Indian children are not interested in "becoming white," and most Indian parents are not interested in that, either. So it seems to us that there are very powerful, rational motives operating in the direction of encouraging Indian pupils to not attempt to achieve in school. This leads us to our third overall impression, which is:

3. The problem of Indian education is not an educational problem. It is first of all a political and economic problem and then perhaps an educational problem. If it becomes the case that in a substantial majority of cases the achievement of an education does make for a better way of life for an Indian then the motivation of the Indian pupil and of his parents may change or may at least become changeable. Until there is something sensible for an educated Indian to do, however, there is nothing sensible about becoming an educated Indian.

If there is any way in which we can be of further assistance, please let us know.

It has been a pleasure and a privilege to be of service to the subcommittee.

Sincerely,

ARTHUR L. McDONALD, PH. D.,
Associate Professor and Head, Department of Psychology, Montana State University.
WILLIAM D. BLISS, PH. D.,
Associate Professor, Department of Psychology, Montana State University.

Attachment.

GENERAL OUTLINE FOR EVALUATION OF BUREAU OF INDIAN AFFAIRS BOARDING SCHOOLS

A. THE STUDENT POPULATION

1. Current enrollment by tribe and State.
2. Criteria for enrollment or basis for student selection.
   (*a*) Part played by govermental officials in determining student enrollment.
   (*b*) Part played by parents, students, and community in determining school enrollment.
   (*c*) Educational history of student (representative sample).
3. Student expectations.
   (*a*) Educational goals and abilities of students enrolled.
   (*b*) How does student expect to benefit from boarding school attendance.
   (*c*) How does student view his role on the reservation or larger community as a result of his school experience.

B. THE EDUCATIONAL PROGRAM

1. Goals and philosophy of the school.
2. The school program and curricula.

(*a*) Academic and/or vocational (how is it organized).

(*b*) Relevancy and adequacy of program to student needs and expectations.

(*c*) Does program include any courses on Indian culture.

3. Qualifications of teaching and academic staff.

(*a*) Training and accreditation.

(*b*) Age and length of service with BIA and with present school.

(*c*) Racial composition of staff.

4. Accreditation of the school.

C. THE COUNSELLING AND GUIDANCE PROGRAM

1. Availability of services.
2. Number and qualifications of councilors.
3. Philosophy of school re psychological services.
4. Any measures of effectiveness of available services.
5. Student attitude towards program—how are students regulated and disciplined.
6. Adequacy of student records.
7. Adequacy of the dormitory program.
   - (*a*) What is the ratio of instructional aids to students.
   - (*b*) Dormitory environment and practices (educational and general).
   - (*c*) Background, training and role of instructional aides and other dormitory personnel.

D. EDUCATIONAL PERFORMANCE

1. Academic criteria.
   - (*a*) Drop-out rates.
   - (*b*) Achievement test results.
   - (*c*) Grades and social promotion.
   - (*d*) Attendance.
   - (*e*) English language proficiency.
   - (*f*) Follow-up data.
     1. Number of students who go on to some form of higher education.
     2. Success of students in higher education.
     3. Number of students employed after graduation.
     4. Success of students employed after graduation.
   - (*g*) Adequacy of school records.
2. Psychological/emotional criteria.
   - (*a*) Truency and arrest rates.
   - (*b*) Drinking and drug problems.
   - (*c*) Other emotional or behavioral problems.
   - (*d*) Data or observations re student self-image, or confidence concepts, self-understanding, leadership capabilities, motivation.
   - (*e*) Data on students expelled for emotional or behaviorial problems.

E. FACTORS AFFECTING EDUCATIONAL PERFORMANCE

1. School-community relationships.
    (*a*) Participation of students in community activities.
    (*b*) Relationship of school with other educational institutions and employment centers in area.
    (*c*) School participation in local OEO programs.
    (*d*) Effects of social controls on students both on and off campus.
    (*e*) Part-time employment opportunities in area.
2. School-Reservation Relationships.
    (*a*) How often do students return home during school year.
    (*b*) What provisions are made for summer months.
    (*c*) What contacts does school maintain with reservations and parents.
3. Parental involvement with and participation in school operations.
4. Relevancy of school goals and curriculum to the cultural background, needs and aspirations of the student population.
5. Adequacy and availability of text books and teaching materials.
6. Discrimination in the community or within the school.
7. Teacher and school personnel training and attitudes towards the students.
8. Self-image of the student toward his role in the school and in the larger community.
9. Health, housing, economic factors affecting student performance.

F. THE PHYSICAL PLANT

1. The physical condition of classrooms and dormitory quarters.
2. Size and adequacy of library.
3. Recreational facilities.
4. Adequacy of shops and labs.
5. General evaluation in terms of student's educational, physical, and emotional needs.

G. RECOMMENDATIONS

ATTACHMENT NO. 1

EVALUATION OF BUREAU OF INDIAN AFFAIRS BOARDING SCHOOL, BUSBY, MONT.

EVALUATION TEAM

Dr. Arthur L. McDonald. Dr. McDonald is associate professor and head, Department of Psychology, Montana State University, Bozeman, Mont. He is exceptionally knowledgeable concerning Indian culture and reservation education, having been raised on the Pine Ridge reservation in South Dakota, attended a Bureau of Indian Affairs boarding school, and made a special study of the development and destruction of Plains Indian culture. He is a member of the Oglala Sioux Tribe, and received his doctorate in psychology from the University of South Dakota.

Dr. William D. Bliss. Dr. Bliss is associate professor of psychology at Montana State University, Bozeman, Mont. He has had 18 years of experience in clinical and experimental psychology with government, industry, and universities. During the 3 years prior to 1968, Dr.

Bliss was engaged in the development of programs to improve the schools of rural Hillsborough County, Fla., and to expand the educational opportunities of the citizens of rural (primarily Negro) Hillsborough County, Fla.

EVALUATION SUMMARY

A. Student Population.

1. Current enrollment.—300 students: 100 boarding, 200 day students. The day students are all Northern Cheyenne. Of the 100 boarding students, the breakdown is approximately: 10 Blackfoot, 6 Flathead, 6 Rocky Boy's (Chippewa-Cree), 6 Fort Belknap (Gros Ventre-Assiniboine), 10 Fort Peck (Sioux-Assiniboine), 2 Crow, 10 Wind River (Shoshone-Arapahoe). All but the Wind River are Montana reservations—Wind River is in Wyoming.

2. Criteria for enrollment.—Attendance at the day school is a matter of free choice on the part of each student. Admission to the boarding school is decided by the BIA educational program supervisor, Mr. Weston. According to him, 98 percent of the boarding students are there for "social" reasons—that is, either their home is "unsuitable" or they have shown "delinquent tendencies." The other 2 percent are there for health reasons (e.g., tuberculosis in the immediate family); 75 percent of the requests for admission are parent-originated, 25 percent government-originated (e.g., by a caseworker). All candidates for admission are "worked up" by a social caseworker and a file prepared which is used by Weston to make his admission decision.

3. Student expectations.

(*a*) Students want to go beyond high school. This is an unrealistic goal in at least 90 percent of cases.

(*b*) He doesn't expect to.

(*c*) He doesn't think about it.

B. Educational Program

1. The stated goals and philosophy of the school are the standard highflown academic hogwash—same as every other place from Harvard to your local reform school. The actual goals and philosophy, in our opinion, are to function as an undemanding, benevolent, big-daddy-type custodial institution to keep the kids out of trouble until they are old enough to get married and produce their own hostages to fortune.

2. School program.

(*a*) The program is primarily academic (college preparatory). It consists of the minimum number and types of courses required for entrance into the Montana State University system. Nonacademic courses are available in shop work (2 years) and home economics (2 years). A commercial course is being introduced this year.

(*b*) The program has practically no relevancy to any student needs. The commercial course may prove useful and relevant—it is too soon to say.

(*c*) No.

3. Staff qualifications.

(*a*) All teaching staff have a minimum of a B.S. with a major in the subject being taught. About one-third of Busby staff have a master's degree.

(*b*) Average length of BIA service of administrative staff, 15 years. Average length of service of teaching staff, less than 5 years." The educational program administrator (Weston) has been at Busby 1 year, the high school principal less than 1 year, the elementary school principal 1½ years. Of a teaching staff of 20, the turnover was 25 percent in 1967–68 (2 quit, 3 fired) and 90 percent in 1966–67.

(*c*) The staff includes two Indian teachers, one Negro and one Indian supervisory teacher. Remainder are WASPS.

4. Busby school is accredited in Montana but on a "Warning" status. According to Mr. Weston, this is because some of the teachers have not had certain specific courses required for Montana certification.

C. Counciling and Guidance

1. Availability:

Once each week a clinical psychologist from Hardin (40 miles away) drives over and conducts a therapy session with a group of 8 to 10 boarding students. This group therapy is of recent origin, and is available this year only because this particular psychologist, on the faculty of an eastern university, is on leave working on a grant having to do with Indian mental health.

Once every 2 weeks a Public Health Service psychologist or psychiatrist (the school authorities didn't know which he was) spends a day at the school, testing selected cases and discussing students behavior problems with the staff.

A Public Health Service physician is at the school 2 days per week—the staff reports that he "likes to council students."

The high school principal, Mr. Chinn, also fancies himself as a councilor, reporting that he does quite a bit of it.

2. Councilors:

The Public Health Service psychologist or psychiatrist, whichever he is, is presumably a qualified councilor—he does not, however, appear to do any counciling.

The two people in charge of the dormitories, Mr. Sheehan and Mrs. Shurig, are officially listed as councilors and are said to have both had graduate work in counciling and guidance; neither of them claim to do any effective counciling, being preoccupied with their administrative and disciplinary role.

There is a tribal youth councilor, who is described as "really a recreational program organizer."

There is a tribal educational coordinator, who attempts to sell the virtues of education to Indian parents.

The clinical psychologist who conducts the therapy group is certified by the Public Health Service, and so presumably is qualified.

No one else doing counciling has any training or qualifications for it, so far as we were able to determine.

3. The school believes that it needs one full-time, highly qualified, resident councilor to take care of its counciling needs.

4. None. Considering the recency of any formal counciling by an apparently qualified individual, it is hard to conceive of "measures of effectiveness."

5. Since there is no counciling "program," presumably there is no student attitude toward it. Students are regulated and disciplined in the usual ways by the usual authority figures—teacher, principals, dorm aides. Physical punishment is forbidden by regulation, but expulsion from the school, either day or boarding, is a "final alternative."

6. If Mr. Weston, the school head—"Educational programs administrator"—is to be believed, there is a file on each student—academic information in the case of day students, academic, behavioral, and social in the case of boarding students—but no useful information is contained therein. With respect to the adequacy of records of any kind, Mr. Weston's standard reply was: "We've never had money for record clerks, so we've never been able to put together that information."

7. Dormitory program.

(*a*) During the day, the ratio of instructional aides to students is 1:25; at night, it is 1:50.

(*b*) Unable to provide a satisfactory answer for this item. Physically, the dominant impression created by the dormitories was one of barren sterility—for example, no chairs in the dorm bedrooms, no books or magazines in evidence anywhere, recreational areas without any recreational facilities, and so forth. There were no study desks or study areas. However, an adequate answer to this item would require that an observer spend at least a week in residence as a participant observer. We were not able to do this.

(*c*) Instructional aides are all local Indians with at least a high school education. Their training consists of in-service workshops, one per week throughout the year. These workshops apparently consist of discussions among the aides, between the aides and various administrative personnel, and between the aides and various resource persons brought in from time to time, such as a visiting psychologist or psychiatrist, perhaps. A few of the instructional aides attend a Summer workshop of several days duration each year.

The roles of instructional aides are said to be, in apparent order of importance: Supervision, instruction in hygiene, direction of recreation, counciling.

D. Education performance

1. Academic criteria.

(*a*) Dropout rates:

In his responses to this item, Mr. Weston was at his slippery best. The only concrete figure we were able to obtain was his estimate that "we lose about 10 percent of the northern Cheyenne." This, if correct, is truly remarkable—by comparison, the loss rate in the public school system in Big Horn County, from the first through the 12th grade, both Indian and non-Indian, is 50 percent. Some indirect evidence as to the credibility of Mr. Weston's figures may be obtained from the following data on class size and composition, grades nine through 12, for the past 2 years:

(In 1964, the Indian dropout rate at Wolf Point was reported to be 95 percent.)

1968–69:	
9th (22 boarding, 18 day)	40
10th (11 boarding, 29 day)	40
11th (8 boarding, 17 day)	25
12th (3 boarding, 12 day)	15
1967–68:	
9th (14 boarding, 18 day)	32
10th (5 boarding, 15 day)	20
11th (3 boarding, 9 day)	12
12th (2 boarding, 11 day)	13

The left-hand column contains the figures for this fall, the right-hand column the figures for last spring, at the end of the school year. It is evident, and was so reported to us, that there are new students coming in to the school at each level every year. The figures also suggest, to us at least, an attrition rate of a lot more than 10 percent.

(*b*) Achievement tests:

We were able to obtain, from a naive or inadequately briefed underling, one set of achievement test scores—the California achievement test records for grades 2–12, administered May 1968. We calculated, from these data, the average total score of the students at each grade level, and determined the percentile rank, for that grade level, of each of the average scores.

Grade	Average score	Percentile	Number of pupils
2	32	69	17
3	36	42	16
4	51	60	18
5	59	55	13
6	57	18	20
7	76	46	17
8	81	34	24
9	82	20	32
10	97	29	20
11	89	09	12
12	98	09	13

Please complete the following questions checking the answer that most represents your evaluation. (Do not sign your name.)

1. How do you teach?

Lecture	12
Class discussion	20
Individually designed programs for each student	23

Comment:

2. *Why* do you teach as you mentioned above?

Comment: Best way to help students learn in different areas.

3. In one sentence please indicate what you think students should learn from their school experiences?

Learn to live with others and cope with outside world.

4. What are the three best things about this school?

Up-to-date teaching materials.

Teachers do own classroom instruction planning.

Good teacher and pupil relationship.

5. What are the three worst things about this school?

Lack of communication between staff and teachers—not in on policy making or have any voice in school guidance, etc.

Need better facilities for students and teachers.

Pupil behavior in assemblies and in general—not good.

(*c*) Mr. Weston indicated that there is "some" social promotion. Of the 13 graduating seniors who took the California achievement tests last spring, nine had a total score equivalent to less than the 10 percentile. This would suggest quite a bit more than "some" social promotion.

(*d*) Once again, records are not the Busby School's strong point.

(*e*) No data available. No English proficiency tests are given!

(*f*) Followup:

1. Information was only available on last spring's graduating class: six went on to college, nine went on to a vocational school (total of 15).
2. No data available.
3. No data available.
4. No data available.

(*g*) Record adequacy: Again, if Mr. Weston is to be believed, the Busby School must have the world's most inadequate set of records.

2. Psychological/emotional criteria

(*a*) There is no truant officer, so truancy rates do not exist. With more time, we might have been able to obtain arrest rates, but not through the school. Anyway, Busby is so far out in the boondocks that it is hard to conceive what anyone could do there that would get him or her arrested.

(*b*) Information about points b.–d. was obtained from the dormitory supervisors, Mr. Sheehan and Mrs. Shurig. Mr. Sheehan has been at Busby for 1 year, Mrs. Shurig for 15 years. They say that there is no drinking "problem"—presumably, as they indicate, because alcohol is too hard to come by in a controlled environment on the reservation. The case is apparently similar with respect to drugs; however, they report epidemics of glue-sniffing from time to time.

(*c*) They (same informants) state that fighting is not a problem; serious fights are unusual, and attacks with weapons almost unknown. With respect to the suicide problem, Mrs. Shurig states that it is restricted entirely to the girls; she states that in the 15 years she has been at Busby there has never been an attempt at suicide by a male boarding student. She states that there have not been over 25 suicide attempts in the past 15 years among the female boarding students, and that not more than 12 of these were "serious" attempts (the others were merely requests for attention). She further states that the rate of suicide attempts is neither climbing nor declining.

(*d*) No meaningful data or observations.

(*e*) Approximately five students per year are expelled from the boarding school for behavioral reasons.

E. Factors affecting education performance

1. School-community:

(*a*) As students, none.

(*b*) Career day once a year. There are no employment centers in the area.

(*c*) There is a Headstart unit at Busby.

(*d*) We may know the answer, but we can't understand the question.

(*e*) None.

2. School-reservation:

(*a*) Those boarding students who are from other reservations return home once during the school year (Christmas).

(*b*) Boarding students are sent home during the summer.

(*c*) No regular contact—parents are free to visit any time.

3. Parental involvement: None at all, until very recently. Mr. Weston has created a Northern Cheyenne Advisory Council—tribal members appointed by the tribe to advise and assist him on school matters. Parent-teacher meetings are being encouraged. The truant officer has been dispensed with, with an attempt being made to convince parents that their child's attendance is their responsibility. The school's educational coordinator presumably spends most of his time visiting parents and drumming up support for the school. The school buildings are being made available, for the first time, for community events.

4. Curriculum relevancy: As indicated earlier, totally irrelevant.

5. Books and materials: Staff all say that texts and teaching materials appropriate for their Indian pupils are completely unavailable.

6. The "community," in this case, is the town of Busby, which is entirely northern Cheyenne. One can get no admission from anyone of any discrimination within the school, based either on lightness of skin or on tribal affiliation. This seems most unlikely.

7. Our impression is that the longer the teacher or staff member has been with BIA, the more likely he is to view the Indian students as likeable primitives—perpetual children, forever unable to fend for themselves without the protection of the Great White Father's representative.

8. No reliable data.

9. Except for the students from the Wind River reservation, the students generally have no money for incidentals, or even for clothes. The dormitories impress one as very poor places to study.

F. Physical plant

The size and condition of all the elements of the physical plant are: a) marginal for the size and heterogeneity of the student population; b) unexpectedly adequate for a rural school the size of this one. The facilities seem perfectly consistent with the idea of an educational "holding operation"—adequate to keep the students occupied, not so adequate as to ignite any desire for learning or achievement.

G. Recommendations

See our covering letter.

SUMMARY OF STATEMENT OF MR. E. W. HUBLEY, SUPERINTENDENT OF SCHOOLS, HARDIN, MONT.

Hardin, Mont., is the county seat of Big Horn County, in which the entire Crow reservation and part of the northern Cheyenne reservation are contained. Busby is in Big Horn County. Indians in Big Horn County who do not go to the Busby High School go to the Hardin High School. The Hardin High School-Junior High School system serves four elementary schools: the Hardin Elementary School, the Crow Agency School on the Crow reservation, the Ft. Smith School on the Crow reservation, and the Busby Elementary School on the northern Cheyenne reservation. Apparently few northern Cheyenne attend the

Hardin school. They are eligible to attend either the Busby High School or the Rosebud County High School, both of which are closer; Hardin is apparently a much more prejudiced community than any other in the area; and Busby students do not do well in the Hardin school.

Mr. Hubley has lived and taught in Big Horn County for 16 years. He was a teacher and principal in the Crow Agency Elementary School for 12 years, and has been superintendent of schools for Big Horn County for the past 4 years.

Mr. Hubley feels that the Indian students achieve as well as the non-Indian students during the first 3 years of school, and then begin to drop behind. He says this is true provided that those Indian students who begin first grade with a language handicap (i.e., speaking no English or Crow dialect pidgin-English) devote their entire first year to just learning English.

Mr. Hubley says that although the Indian children from the Crow Agency and Ft. Smith schools do not do as well as Hardin children in junior high and high school, they are as well prepared when they leave elementary school. It is, he says, during the seventh and eighth grades that the Indian students find out that they have no future after high school, and therefore quit trying.

Mr. Hubley believes that courses in Indian culture would be very useful—provided that they were required for non-Indians as well as Indians.

Indian students are better than non-Indians at tasks involving vision and visual judgment, manual dexterity, visual memory, and sympathetic awareness of other people's feelings.

Mr. Hubley believes that the overall performance of Indian students will not improve until they see some advantage in getting an education.

Mr. Hubley states that there is a widespread attitude on the part of Hardin teachers that the Indian students are not worth bothering with or helping or encouraging—if it were possible to change this attitude, it would help some, in his view.

SUMMARY OF STATEMENT OF MR. E. W. CHRISTENSEN, BIG HORN COUNTY REPRESENTATIVE IN THE STATE LEGISLATURE

Mr. Christensen believes that the problem of Indian education is fundamentally a linguistic one. The inability of the Indians to speak English drives them into shyness and passivity. Mr. Christensen believes that the early grades should segregate whites from Indians and that the Indian classes should have the same student-teacher ratio as do special education classes for the mentally retarded (15–1). Indian classes should also have bi-lingual teacher aides.

The second thing required to solve the Indian education problem is a comprehensive vocational-technical education program. Since the Indian's strong point is manual dexterity, they are all going to be blue-collar workers at best. The schools should have an early preparatory vocational education program, a solid secondary vocational education curriculum, and then a post-secondary vocational-technical educational opportunity right in the local area (e.g., a Vo-Tech Junior College). In other words, there would be a two-track system from start to finish: Whites could go through the regular academic program and on to the

University, Indians could go through the vocational program and on to the Vo-Tech Junior College.

Mr. Christensen was asked what the Indians would do after completing this educational process. Since Mr. Christensen knows that there are not five Indians employed in Hardin, that the ranchers in Big Horn County neither need nor want skilled Indian employees, and that there is no market on the reservation for technical skills, this was "kind of a hard question to be asked—but, the fact is, we gotta do somethin' for 'em—I keep tellin' these ranchers the way they're multiplyin' there's soon gonna be more a them than there is of us! We gotto do somethin'!"

JOINT STATEMENT OF DR. A. L. McDONALD AND DR. W. D. BLISS, MONTANA STATE UNIVERSTY DEPARTMENT OF PSYCHOLOGY

Our conclusions and recommendations based upon this specific investigation of Montana Indian education are contained in the accompanying report and covering letter; we would like, in this statement, to provide a less restricted summary of opinion and recommendations based not only upon this immediate investigation but upon our professional and personal backgrounds and knowledge as well.

The present attempt to investigate the existing system concerned with Indian education in Montana has combined with our knowledge of educational systems in other States to engender a very sad and pessimistic outlook on what is being done for the American Indian. The BIA school system in Montana has, in common with other BIA systems with which we are familiar, what must be the fewest and least complete educational records in the history of American education. It seems absolutely incredible, since the Indian student has had a long history of poor achievement in the BIA school system, the missionary school system, and surrounding public school systems, that there are virtually no existing objective data relevant to the problems faced by the Indian student. In spite of the fact that the BIA school system and the public school systems have professionally trained councilors available on the staff, there is no indication that any significant amount of counciling or testing information has been accumulated and assembled in any meaningful way. (We are aware that numerous rationalizations and justifications for this lack of data are available.)

Given this state of affairs, it seems obvious to us that there is a tremendous need for staff and money to go into the Indian community and objectively evaluate the existing problems. There is a need for data to be collected, analyzed, and summarized in a way that is relatable to potential solutions to problems; however, there are numerous difficulties—some obvious, some subtle—in the way of collecting sound and interpretable data about the Indian.

Among the more obvious problems are standardized achievement tests are extremely culture bound and become uninterpretable in the context of reservation Indian culture; information gatherers are, typically, well-meaning people with insufficient knowledge of the Indian to evaluate the information they receive; data-collection programs must be conceived with adequate knowledge of the Indian and must be conducted so that the Indian sees them as sensible approaches to the solution of his problems.

Some of the more subtle problems result from the fact that the Indian is a great story teller who knows what kinds of stories white investigators like to hear and who wants to oblige his white brothers. Combine these attributes and you have at least a partial explanation for the reams of fiction generated by the BIA, missionary priests, and misguided social scientists and educators—including, conceivably, some factfinders for congressional committees.

Our first recommendation, then, is that funds be provided for the objective evaluation of Indian education and the relation of education to other problems of reservation culture. We believe that investigation teams in such a project should be composed of behavioral scientists who know the Indian culture in which they will be working. It is our opinion that such teams should be independent of the BIA—which cannot be expected to evaluate its own system—and should not be directed by professional educators, who would inevitably be inclined to see problems within the narrower educational context rather than within the broader cultural context.

Our second recommendation relates to educational curriculum—specifically, vocational education.

A great deal of time, effort, and money has been spent initiating vocational-technical training for the Indian. There are a variety of reasons why these programs have not worked well, including the obvious ones such as the tremendous ties the Indian has with his tribe, resulting in a return to the reservation. (It should be apparent to students of Indian problems that this tie is not to the land, as is common to other cultures, but to the people on these reservations. The particular geography plays virtually no part in the Indian's return.) Without taking this into consideration, the rehabilitation programs, the relocation programs, the retraining programs have essentially been doomed to failure (as predicted by the Indians themselves before the programs are initiated). The same situation is true when you train an Indian for a particular job that does not exist, either in fact or in theory. An example of this would be vocational training for a man in masonry. In the event that he completes the course, there are few jobs, if any, available for a bricklayer on a typical Indian reservation. In the surrounding areas, white contractors simply will not hire an Indian with vocational training in masonry as a journeyman worker. He must still spend his apprenticeship as a helper before he can belong to the union as a bricklayer. The situation seems to be the same in all of the skilled and semiskilled professions. A more subtle problem is that the Indian has been bombarded with opportunities for programs that simply do not make sense, however well meaning. He has had the opportunity to tie fishhooks for Wright McGill on the Pine Ridge Reservation; he has had his hopes built high that learning to put electronic components together at the factory on the Crow Reservation would provide him with an income; again, on the Crow Reservation he is presently going to have the opportunity to participate in a carpet-making factory on the reservation; there are and have been many of these kinds of projects started on Indian reservations but none have survived for a variety of reasons. The main point is that vocational training programs have not worked and there is very little incentive for the Indian to become trained. In addition, the Indians on the reservations are fully aware that the BIA has and probably will continue to sponsor, direct, or participate in a large number of well-meaning projects for the Indians. They are also fully aware that if they choose to participate in these programs they must be very careful not to complete the program or they will hurt their eligibility for consideration in the next program. Essentially, we have trained a fairly substantial group of professional program participants who have never completed a single program or project. An opportunistic Indian can travel from this consortium to that relocation project and back for an extended period of time. If vocational training is to be carried out for the Indians it would seem to us that it would make more sense to give the training for jobs that do exist on and around the particular reservation. A very brief survey of the job opportunities on a reservation such as the Northern Cheyenne Reservation in Montana or the Pine Ridge Reservation in western South Dakota indicates that opportunities are extremely limited. These opportunities consist of the BIA, the tribe itself, and limited seasonal agricultural positions. However, even ranchwork has become highly mechanized in recent years and unfortunately the Indian child is not exposed to machinery or mechanization to the same degree that the typical white rural child is.

As a result, ranchers are reluctant to hire Indians to operate costly machinery as they typically know very little about the operation or maintenance of the equipment. Vocational training in this area might possibly provide some real job opportunities for the Indians. Both men and women could be trained to a greater extent in secretarial skills, as there are many jobs available on the reservation in the BIA, tribal councils, and local small businesses. Although the potential work force far exceeds the number of available positions, it would seem still to make more sense to give vocational training for existing jobs than to give training for jobs that do not exist on the reservation in fact, or for jobs that do not exist because of union restrictions or membership and the employment of nonunion members.

These investigators are familiar with one type of program that was extremely successful on the Pine Ridge Reservation in the late thirties and early forties. This was the Indian CCC camps. The opportunity was provided for work that was meaningful not only in the sense of training individuals but in the sense of the dams that were built, the roads that were constructed, buildings erected, repair of machinery and equipment, the added benefit of being beneficial to the tribe in general. Many of the roads are still being used, many of the dams are serving as sources of water for stock as well as recreational facilities on the reservation. Many of the heavy equipment operators are still making a living working for construction firms. A number of the mechanics trained in the CCC's are still working in their trade and one member of the early clerical staff is now a Member of Congress in the U.S. House of Representatives. It is our opinion that no other program has proven to be as productive in so many ways as the Indian CCC camps.

The moral of the story, and our recommendation, is that there is no point in training Indians for jobs which do not exist for them. It would be better to spend the money to create jobs—but the jobs created should benefit the reservation and be compatible with reservation culture. It is not easy to create jobs which meet this specification, but it is a waste of money to do otherwise.

C. Chilocco Indian School, Chilocco, Oklahoma

THE UNIVERSITY OF TEXAS,
San Antonio, Tex., January 28, 1969.

Senator EDWARD M. KENNEDY,
Chairman, Indian Education Subcommittee, Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: I am enclosing a report on the site visit to Chilocco. In the interest of time, I am sending you a draft that I am also sending to other members of the committee. They may have some changes that they would like to make, and if so I will send you an amended copy.

Sincerely,

ROBERT L. LEON, M.D.,
*Professor and Chairman, Department of Psychiatry,
University of Texas.*

1. REPORT ON SITE VISIT TO THE CHILOCCO INDIAN SCHOOL, CHILOCCO, OKLA., JANUARY 8, 1969. PREPARED BY ROBERT L. LEON, M.D.

Site-visit team:

Robert L. Leon, M.D., professor and chairman, Department of Psychiatry, the University of Texas Medical School at San Antonio.

Povl W. Toussieng, M.D., associate professor of child psychiatry and pediatrics, director of youth counseling and child development center, University of Oklahoma School of Medicine.

Atilano Al Valencia, Ph. D. research associate, curriculum and instruction, Southwest Cooperative Educational Laboratory, Inc., Albuquerque, N. Mex.

At the request of the staff of the Senate Subcommittee on Indian Education, the site visit was made to the Chilocco Indian School to attempt to assess the adequacy of the program for Indian students. The visitors focused on two principal areas—the mental health program and the curriculum. In the course of this, observations were made in other areas which will be mentioned in the body of the report. A report on curriculum and instruction, prepared by Dr. Valencia, is presented separately from more general comments and comments on the mental health program.

The Chilocco Indian School was established in 1884. It is a nonreservation boarding school operated by the Bureau of Indian Affairs for Indian students and is located near the northern border of Oklahoma. The nearest town, Arkansas City, Kans., is 7 miles to the north. The school has some modern buildings, but some of the buildings currently in use date back to 1890. This year the enrollment is approximately 970 students from 29 States of the Union. Last year there were approximately 93 tribes represented by the students who were enrolled. This year approximately 380 of the students are Eskimos and

Indians from Alaska. Most of the Alaskans are Eskimos from small villiages in western Alaska.

The bulletin published by the school lists the following requirements for admission:

1. Home conditions and environment are not suitable.
2. Local or public school facilities are not available.
3. Acceptable training is not available locally.

The superintendent states that although many students are sent ostensibly because no school is available to them locally or because they need certain vocational courses offered by Chilocco, a large percentage of these students are sent because of social and/or emotional problems. Some students have no families to care for them. Others have been expelled from their local schools and the community. Students who have gotten into trouble with the law are often given the choice by the juvenile judge of going to a juvenile detention facility, or to an Indian boarding school—in this case Chilocco. The superintendent estimates that up to 75 percent of the students come to Chilocco because of serious social and emotional or educational problems or a combination of these.

Students who come to the school are one, two, or more years educationally retarded, and therefore, there are many children who are older than one would expect to find in an ordinary public high school.

Students live in dormitories. The new dormitory has 350 students. Several of the others have approximately 180 students. Instruction aides and night attendants are responsible for the students in the dormitory—see accompanying organizational chart. The school attempts to maintain a maximum number of staff in the dormitories between the hours of 6:30 p.m. and 9:30 p.m. when the students are in the dormitories and awake. At this time they have one instructional aide per 90 students. After 9:30 there is one night attendant on duty in each dormitory. This means that the dormitory with 350 students has one night attendant, and in the other dormitories there is approximately one attendant per 180 students. The superintendent told us that they were 13 instructional aides short of the Bureau of Indian Affairs standards for the number of students per instructional aide.

There is almost no organized mental health program. What does exist is carried out by the Guidance Department, Division of Indian Health Personnel, and through contract services. Guidance personnel are hampered in their counseling efforts because of their responsibility for the discipline of the students. This makes students reluctant to come to guidance personnel with problems.

The Division of Indian Health Service nurse sees those who come to the Health Center to discuss emotional problems. She receives some supervision from the social worker from the Kay County Guidance Center. The social worker comes to the school for a few hours one time per month. An occasional student may be referred for psychiatric evaluation to the Kay County Guidance Center. This is infrequent.

A. DISCUSSION

This report Chilocco can very easily be summed up as follows: The program at the Chilocco Indian School is inadequate in every respect. There are of course some competent and well-meaning faculty in staff of the school, who are trying to do the best they can with the resources which are available to them. But even a good teacher has too many students in a class and inadequate equipment with which to work. A dedicated guidance counselor or instructional aide has too many students with whom he must relate and is further hampered by his role as disciplinarian. There is essentially no mental health program even though a nurse is doing her best to discuss problems with students who come to her. There is almost no communication between the Division of Indian Health staff and BIA school personnel.

If Chilocco were a school dealing with normal average students, we would still make the above statement. But to make matters worse, Chilocco does not deal with normal students. The superintendent estimates that up to 75 percent of the students come to Chilocco because of severe social or emotional problems. Furthermore, the students are one or more years emotionally retarded. Yet, the school makes no provision to deal with such problem children. The age spread of the students makes matters even more difficult. The school must deal with a group from younger adolescence to young adults. Many of the young adults have no better than a ninth grade educational level. Yet, their emotional needs may be quite different than other ninth graders that come in.

The physical plant can either facilitate or severely inhibit an attempt to develop an adequate program. In the case of Chilocco, physical plant impedes program development. The buildings are arranged in haphazard fashion. Many of them are old, outmoded, and should be torn down. The school is so physically isolated from any community as to make Indian childrens' relationships with society at large almost impossible. We view this as a serious problem, since one of the goals of any school is to help socialize the child.

The physical plant and lack of staff makes supervision of the children difficult and leads to a reform school atmosphere. We were surprised that the school does not have more acting-out behavior. For example, one might expect more girls to become pregnant and more destructive acting out by the boys. These things do occur, but the fact that they do not occur more frequently is a compliment to the students of the school. It is obviously almost impossible to provide any controls at night when there are 350 students in one dormitory with one attendant or 80 in several other dormitories, each with one attendant. It is alleged that one dormitory with over a hundred students has been locked at night with no attendant. Even in the evening hours when tha school attempts to staff more heavily in the dormitories, there are 90 children per instructional aide.

The problems of Alaskans in this school are special ones. It is reported that Alaskans are sent to Chilocco because there are no school facilities nearer their home. It was reported that the Eskimo students have greater problems with feelings of home sickness than do other students. Some of the Alaskans we talked with stated that they would like to be taught skills that were more applicable to Alaska and the villages from which they came, but this kind of instruction was not available at the school.

There appears to be no valid reason for sending students from Alaska to Chilocco, Okla. If schooling is not currently available in Alaska, it should be made available, and soon. We have thought and thought and are completely unable to find anything positive to say about this practice. It all appears to be negative.

Several of the students to whom we talked complained about the food. Some said it was poorly prepared and all of it tastes the same. Others complained that they did not get enough to eat and complained that they could not go back for seconds. Some of the boys who are engaged in the athletic programs particularly complained about the inadequate quantity of food.

The brighter students complained about the classes, stating that they were gaged to the level of the slow student and, therefore, gave them inadequate preparation. Some students also complained that the only foreign language offered is Spanish.

We have already mentioned the lack of a mental health program. Some dormitory staff say that their recommendations for psychological help are not followed through by the school administration. Yet, there are serious psychological and psychiatric problems in the school. They have possibly one or two serious suicide attempts per year. We heard about many children who sniffed glue or attempted to cut their wrists. We learned about occasional violence in the dormitory, with one boy attempting to choke another.

Dr. Edwin Fare, the director of the Kay County Guidance Center, stated that he had both the facilities and the wish to help out in the school. However, the school personnel has made no use of his services personally for the last 4 or 5 years, and he has not been on the campus for the last several years. Apparently the school has not been willing to pay for psychiatric and psychological service from the Kay County Guidance Center. Dr. Fare was aware of a student who had been sent to the University of Oklahoma for psychiatric evaluation rather than to the Kay County Guidance Center which is less than 10 miles away. Dr. Fare would like to work out a contract for services to the Chilocco school. Such a contract could not only offer individual psychiatric and psychological evaluation, but also consultation to guidance staff and teachers and some in-service training in group techniques and better recognition of emotional problems. It is difficult to understand why a school in which admittedly over 50 percent of the youngsters have severe behavioral or emotional problems has not made better use of a nearby mental health facility.

B. CONCLUSIONS

We believe that serious consideration should be given as to whether or not to continue this school in its present location as it now is. If the school is continued, it should be for students from the immediate area. Since these students are apt to be educationally retarded, and in addition have social and emotional problems, the school should have remedial programs for academic and intellectual development and an adequate mental health program. Placement for those students who come from some distance should be found nearer to their homes. Certainly the practice of sending Alaskan children to Chilocco should be discontinued immediately, and neither should children from New Mexico, Arizona, and other distant States be sent so far from home for schooling.

If the school is continued in its present location, it must be funded adequately, and a whole new physical plant should be built. Since so much new construction is needed, the possibility of closing down the school completely is worth studying.

While a thorough study is being undertaken, the school will obviously continue, and therefore, the following recommendations are offered:

(1) Staffing pattern must be improved. Staffing is not up to BIA minimum standard.

(2) Superintendent should be given freedom to recruit young imaginative teachers.

(3) Communication between the Division of Indian Health and BIA must be improved and negotiations should begin with the Kay County Guidance Center and the University of Oklahoma toward development of a mental health program of some significance.

2. A REPORT ON CURRICULUM AND INSTRUCTION IN THE CHILOCCO INDIAN BOARDING SCHOOL, BY DR. ATILANO A. VALENCIA OF THE SOUTHWESTERN COOPERATIVE EDUCATIONAL LABORATORY, ALBUQUERQUE, N. MEX, JANUARY 1969

A. BACKGROUND

The evaluation of curriculum and instruction at the Chilocco Indian Boarding School was based on interviews with Dr. Leon Wall, superintendent of the school, department heads, a group of five students, a brief tour of the plant conducted by Mr. Clarence Winston, principal of the school, and curriculum and instruction data provided by the schools' offices.

B. CURRICULUM

The scope of curricular offerings was revealed partly through teacher and administrative interviews and literature supplied by the schools' offices. This information shows excellent curricular offerings, essentially comprehensive in nature. These offerings are illustrated in appendix A of this report. The data clearly show comprehensive offerings in 12 curricular categories: language arts, mathematics, social studies, science, business education, fine arts, health and safety education, foreign language, industrial arts education (practical arts), vocational education, general agriculture, and home economics.

Interviews with department heads and administrators provided evidence which corroborated the data given in the literature. In general, the people interviewed believe that curricular offerings are quite adequate for the needs of the student population.

The only curricular additions suggested by the interviewees were: bookkeeping II, art, speech, typing, and foreign languages. It was proposed that although typing and foreign languages are offered in the curriculum, an earlier introduction (grades 9 and 10) would be advantageous to the students.

Traditionally, Indian boarding schools have placed much emphasis to vocational education, especially in the area of agriculture. But according to the administrative interviews, it is expected that vocational education will progressively diminish in importance. The irony of this is that over 50 percent of the students entering the ninth grade fail to graduate: furthermore, the number of graduates entering college is practicaly nil.

Rather than deemphasing vocational education, it is suggested that vocational offerings be considered in reference to skills that will increase the student's economic opportunities in his area of interest. For example, an Eskimo boy's interest in gasoline and diesel engines may be based on the fact that his type of technical service is in demand by the boat industry in Alaska. This type of training has greater meaning to this boy than 3 hours of agriculture daily. On the other hand, the latter offering may have greater relevance to the boy from an agricultural area.

Rather than deemphasizing the vocational curriculum, present curricular offerings, content, outmoded time structures, methodology, and evaluation methods might be examined for meaningfulness, relevancy, motivational aspects, and achievement measures based on behavioral objectives and performance criteria.

C. INSTRUCTIONAL METHODOLOGY

The lecture method, textbook and workbook approach, are commonly used in all of the school's curricular areas, especially in the academic curriculum. Small group discussions are held occasionally in a few subject-matter areas. The department heads indicated that this instructional mode was used sometimes in the social sciences and English, but mostly in grades 9 and 10. Additionally, task-oriented small group instruction was reported in home economics and in some vocational education courses.

The students interviewed expressed the feeling that, too often, teachers tend to lecture for long periods of time: consequently, student attention has been a learning variable. All of the students interviewed reacted favorably to the suggestion for teachers to use a variety of instructional techniques and media.

Although some individualized instruction is used in home economics and in some vocational education areas, the department heads and students reported that the individualized instructional approach is not widely practiced.

The department heads responded favorably to the suggestion for the school to hold continuous and intensive preservice and inservice training programs. A discussion with the teacher interviewees generated the feeling that the Chilocco faculty definitely needs familiarization and training in the application of various types of instructional modes and media: also, training is needed in the formulation of behavioral objectives coupled with evaluation measures based on performance criteria.

Although a few teachers attend summer workshops at neighboring universities, the demand for summer teaching at Chilocco tends to hold teachers from attending more institutes which focus on innovative teaching methods.

Yet, merely holding a series of conventionally organized institutes does not assure teacher behavioral changes that will, in turn, affect greater learning among the Chilocco Indian population. One alternative is to call upon a team of consultants or experts in the application of a variety of instructional techniques and media, with up-to-date knowledge in developing course objectives and performance criteria, and versed in the use of microteaching techniques to ascertain the extent of behavioral changes among teachers in simulated instructional settings. What is suggested here is for the Chilocco Indian Boarding School to clear the cobwebs of traditional teaching and delve into curricular and instructional approaches that will heighten learning and increase its holding power over the population it serves.

D. CLASSROOM LOADS

Generally, classroom loads have not posed a serious problem at Chilocco. Some slight overloads beyond 30 students were reported in the academic areas for grades 9 and 10. But even where classroom loads are maintained within 25 to 30 students, this class size will restrict teachers from using instructional strategies other than those basically appropriate for large group settings. Here, teacher aides could be used advantageously to provide assistance where professional instruction is not highly applicable. For example, small group sessions can be carried without the presence of the of the professional teacher in every group. Yet, the essential stimuli for learning (immediately and in subsequent activities apart from the teacher) can be provided by the teacher in appropriately scheduled sessions.

Both administrators and department heads revealed the need for additional staff members; both expressed concern over the difficulty in finding and hiring qualified, credentialed teachers. This may continue to be a problem for the Indian boarding schools. Coupled with the notion of hiring teacher aides or paraprofessionals to use in some features of the instructional program, the incorporation of a flexible time schedule in the school curriculum will facilitate the utilization of professional teachers and paraprofessionals on a role differentiated basis.

E. CO-CURRICULAR ACTIVITIES

The athletic program at Chilocco Indian Boarding School has not proved successful in terms of interschool competition. However, the administrative staff and faculty are aware that Indian students coming to Chilocco have not had the exposure to American sports that other American children have had in Anglo-American communities and public school settings. To expect these youngsters to compete successfully with the public schools in Anglo-American sports is highly questionable. Yet, Indian schools continue to place emphasis in sports such as football, basketball, and so forth, instead of developing activities that have greater relevancy to the Indian cultures.

Some attention has been directed toward encouraging activities (for example, Indian dances and songs) which are directly related to the various Indian cultures found in the Chilocco school; however, as Dr. Wall has pointed out, this has been incidental rather than being an integral part of the total curricular program.

Somehow, Indian schools must begin to recognize and develop more activities related to the Indian cultures found in their instructional settings. Cultural awareness institutes can play a vital role in familiarizing teachers with Indian games, songs, and dances. This does not imply that teachers must become experts in all of these cultural activities. Rather, it suggests that teachers must undertake the organization of cocurricular activities that will encourage Indian youngsters to practice some of their games, songs, and dances. Also, it does not preclude the possibility of encouraging youngsters to learn and practice other sports (tennis, table tennis, volleyball, skating, swimming, and so forth) that might have an appeal for adolescents in various ethnic groups. But it is suggested that instead of emphasizing competitive sports in which only a few participants play a role, and which tend to depreciate the self image of the Indian youngster, a more complete and meaningful athletic and recreation program can be provided.

Moreover, the number of Indian youngsters indulging in intoxicating beverages and seeking other prohibitive types of entertainment will not necessarily be curbed by punishment based on handcuffing methods and solitary confinement. A more positive approach, such as an expanded and more attractive recreational program, might produce better resoults. For such a program, noncredentialed paraprofessionals can be used to help train and supervise the youngsters in sports and recreational pursuits.

F. ACADEMIC ACHIEVEMENT AND DROPOUTS

A large proportion of the students who are admitted to the Chilocco Indian Boarding School have a background of academic failures, or social and psychological problems. In this sense, the uniqueness of the student population poses a special problem in the instructional and learning schemes.

One of the administrators expressed the point that students with a background of failures, who expect an easier road in this school, find that the school will not tolerate academic inactivity. This may be one of the factors contributing to the school's dropout problem.

There are, of course, other factors which have been indicated as causes for dropouts. Among them are pregnancies, parental pressures for children to return home, homesickness, dismissal from school for serious school infractions, and so forth. And as one administrator expressed it, some students intentionally and frequently break school rules to bring about a dismissal from school.

In spite of the uniqueness and nature of the student body composition, the dropout rate at the Chilocco school is gradually improving. The school is keeping a yearly record on the number of dropouts per semester, the number of students returning to school after dropping out, and the net number of dropouts per semester and year. In the year 1967–68, the school lost approximately 162 students, with approximately two-thirds of the dropouts taking place during the first semester. This, however, has been an improvement over recent years when the dropout rate was approximately 25 percent. At this point, a complimentary note is extended to the school for its attention to the dropout problem. Additionally, it is suggested than any curricular and instructional improvement that reflects higher achievement and positive psychological reinforcement for the Indian youngster can effect a sharp increase in class attendance and school retention.

Although the school maintains academic requirements for graduation, the interviewees revealed that it is possible for students who were chronic failures elsewhere to survive at Chilocco. Therefore, the problem becomes that of ascertaining gains in learning and achievement from year to year. This can be determined by conducting semester and yearly testing programs, followed by statistical analyses. The school has been using the California achievement instrument—this can serve as a beginning point for a comparative statistical analysis.

A random selection of 40 California achievement test scores from grades 10 and 11 (1967 enrollment) was made by this investigator to provide the results of a simple comparative statistical analysis. This analysis is illustrated below:

MEAN ACHIEVEMENT SCORES FOR GRADE 10 AND 11 USING A SAMPLING OF 40 STUDENTS PER GRADE

Subject	Mean scores		Approximate retardation	
	Grade 10	Grade 11	Grade 10	Grade 11
Mathematics	7.53	7.99	3.0+0.2	3.5+0.2
Reading	8.46	9.15	2.0+0.2	2.4+0.2
Language	9.59	10.15	1.0+0.2	1.3+0.2
Battery average	8.70	9.20	1.8+0.2	2.3+0.2

A number of important inferences can be drawn from this type of an analysis. First, the data can be used to compare the degree of retardation between three basic skill areas: mathematics, reading, and language. Second, a comparison can be made to determine mean achievement score differences between class groups and within class groups from semester to semester or year to year.

For example, the following inferences can be drawn from an examination of the (1967) data given in the foregoing table:

1. There is a 2-year gap between the achievement level in mathematics (7.53) and language (9.6) for grade 10. Additional data might be examined to determine whether this difference is the result of an instructional or curricular deficiency, a cultural variable, a lower mathematic mean achievement level as compared to a language mean achievement level in entering school, the nature of the subject matter (commonality across all ethnic groups), etc.

2. Despite the fact that a greater number of students have dropped out of school by the 11th grade as compared to the 10th grade, the data show a greater degree of relative retardation for the 11th grade group. This raises the question on differences in achievement levels and gains between ninth grade class groups entering school from year to year, or in reference to the effectiveness of the instructional program in producing sharp increases in learning and achievement from year to year.

It is suggested that the aforementioned or a similar type of analysis be undertaken by the school to compare 1968-69 achievement data to test information from previous years. This will reveal significant areas of deficiencies among individual students; moreover, it will provide a check on the effectiveness of the curriculum and instructional program on a semester and year to year basis. Data from other types of instruments also can be used to provide other specificities on achievement and deficiencies. These data can then be carefully examined to effect positive revisions in curriculum and instruction.

G. REMEDIAL PROGRAMS

Although some remediation is given in this school, the overall remedial program should be expanded and intensified to meet the social, educational and psychological needs of the Chilocco school population.

The diagnostic approach to ascertain acute areas of deficiencies and needs among individual students, followed by placement in programs to alleviate these needs, should be an important feature in the school's educational thrusts.

H. COUNSELING AND GUIDANCE PROGRAM

Using counselors as disciplinarians is not an effective way to utilize professionally trained people. Student behavioral problems at Chilocco are frequently referred to counselors for disciplinary measures. The so-called "hour system" is often used by counselors as a punishment device for recalcitrant students.

The interview with students revealed that youngsters often are reluctant to approach counselors on personal problems, etc. At least for the girls, the dormitory matrons are often appoached for advice rather than the counselors.

To effect a greater professional and useful service to the student body at the Chilocco school, the role responsibility of the counseling and guidance staff must be given immediate consideration. This consideration should include the following:

1. The primary function of the counseling personnel should be to discuss academic problems as well as personal problems; further, the clerical processes in scheduling should be assigned to clerical personnel.
2. Counselors must not be a part of any disciplinary measures. This does not preclude discussions of the problems in terms of social and psychological understanding; however, the discipline must be defined and administered by other personnel. In essence, the stigma of punishment and blame must be removed from the counseling and guidance staff.
3. Unless a youngster threatens harm to anyone, the counseling staff must be given the privilege to hold from release certain types of personal data.
4. To accomplish effective counseling, the counselor's background and training should include courses in the behavioral sciences—preferably in non-experimental psychology—counseling and guidance, tests and measurements, sociology—specifically related to the area of minority groups—and an internship program in counseling and in the administration and interpretation of psychological and educational tests.
5. The counseling and guidance department should hold inservice meetings to train teachers in the interpretation and application of relevant test data. Training in the interpretation and application of test data will help reduce some of the malpractices in using test information. Among these malpractices is the self-fulfilling prophesy which arises when teachers interpret and use test scores as fixed values, especially with reference to minority groups and lower income groups.
6. In view of the fact that this school has a high proportion of

youngsters with behavioral problems, educational problems, social problems, and problems associated with ethnicity, special testing instruments must be identified or designed. Moreover, special testing sessions must be scheduled to provide data relative to various types of learning variables. Additionally, special training in the administration of specialized tests appropriate to the school population should be extended to the counselors. If necessary, special consultants should be hired to train the in-house counseling staff relative to specialized tests and specialized counseling techniques.

7. A follow-up system on dropouts and graduates is virtually nonexistent in this school. Although the student population comes from many geographical areas, this should not be a sufficiently valid reason for postponing the development of a follow-up system. This needs to be given serious and immediate attention by the administrative and counseling staff.

I. INSTRUCTIONAL MATERIALS AND EQUIPMENT

Shortages in basic learning materials—for example—tests and workbooks were not generally apparent. Only in one or two of the academic areas was there a minor deficiency in materials.

However, a careful examination is suggested to ascertain the condition and recency of instructional materials. Some materials appeared quite worn, either because of age or overuse.

A careful examination and evaluation of the equipment in all of the curriculum areas is needed to determine specific deficiencies. A brief tour of the plant and facilities provided evidence of low quantity and quality in some areas; this was particularly noted in the science curriculum.

The interviews with department heads and students indicated a very low utilization of multi-media in the instructional program. If instructional improvement is expected, the availability and applicability of a variety of visual, audio and other types of learning aids must be given serious attention. These aids must be made readily accessible to teachers for classroom use as well as to students in learning centers for independent study.

APPENDIX

Enrollment and Student Body Composition

Enrollment: Approximately 970 students (First Semester 1968).

Composition: 93 Tribes or Ethnic Groups. Some of the students come from as far west and north as Washington and Alaska. In fact one-third of the student population is from Alaska.

3. Chilocco Indian School, Oklahoma Program Review Report, by Charles N. Zellers, Assistant Commissioner for Education, Bureau of Indian Affairs.

A. INTRODUCTORY STATEMENT

From November 22–26, 1968, a program review team visited Chilocco Indian School, Chilocco, Okla. The team members were Dr. Desmond Phillips, Deputy Assistant Commissioner (Education): Mr.

James Freelon, Education Specialist (School Management), who also served as Chairman of the Group; Mr. Ray Sorensen, Assistant Chief, Division of Curriculum; Mr. Heinz Meyer, Education Specialist, Division of Instructional Services; Mr. Lloyd Watkins, Chief, Equipment and Training Section, Division of School Facilities; Mr. Floyd E. Stayton former Assistant Area Director (Education) for the Anadarko Area; and Mr. Frank Quiring, Education Specialist, Anadarko Area Office.

Chilocco Indian School is responsible for providing an educational program for 1,050 students. At present the student body is composed of youngsters from 93 different tribes coming from 23 States. The majority of the students at Chilocco have previously attended mission or public schools and are enrolled at Chilocco due to lack of school space in their home area or because of academic or social reasons.

According to Dr. Wall, Superintendent, the average student enrolled at Chilocco school is 3 years underachieving according to results from the California Achievement Test that was administered last year. The following is a breakdown of the average achievement level of students enrolled in the high school program: 12th grade 9.7; 11th grade 9.4; 10th grade 8.6; and 9th grade 7.8. This clearly indicates that the students at Chilocco school are in need of an educational program that will enable them to function at their present ability level and progress as rapidly as possible.

B. ADMINISTRATION

The school was allotted $1,640,000 for the 1968–69 school year. Of this amount $161,577 went to Plant Management for common services, leaving $1,478,423 to operate the school. Personal services required $1,232,714 so that $245,709 remained for textbooks and supplies, etc.

There is definitely a leadership problem in the administration at Chilocco. The Plant Management representative from the Area Office met with the review team one day and it appeared that he gives direction to the Superintendent that is not in his province. The fact that he is from the Area Office may cause school officials to accept his views.

There is a lack of program direction from the Principal to the department heads and teachers. They by-pass him and apparently he has little to say about the operation of the school. Each department appears to be operating as a separate school with little coordination of effort. The Principal does not decide which departments' requisitions are honored; the requisitions are submitted directly to the administrative manager who makes such decisions—and according to same staff members, his determinations are based on who are his friends and who has "pull." It is not clear whether the Principal is being by-passed because he has not exerted the necessary leadership or whether the Superintendent has covertly discouraged any initiative on his part. However, the Principal stated he would like to have the opportunity to make decisions affecting the program.

The administration has also failed to assure that students have a voice in the operation of the school and that the staff is involved in planning the school program, as will be discussed later in this report.

Another administrative problem concerns the school's goal and purpose. The Assistant Area Director for Education and the school

Superintendent both request a policy statement as to what educational philosophy Chilocco school should follow. There seems to be a question as to whether Chilocco should provide a vocational, comprehensive, or academic program. Dr. Wall said that the present offerings in the business education field are very limited because a central office directive of several years past stated that the business education course offerings should be cut back and he did not have knowledge of this directive ever being rescinded.

C. PUPIL PERSONNEL SERVICES

The review team's strongest impression of Chilocco Indian School was the overwhelming aura of institutionalism that permeates this school. That the youngsters are relegated to a secondary position, with the highest priority going to administrative easement, is immediately obvious. While there are some things especially in the instructional program that are worthy of mention, the fact is that teachers and young people are both frustrated in their presence there.

The chasm separating the totality of guidance and instruction is reiterated constantly both by the students and the demoralized staff.

A negativistic attitude reflecting the "failure expectancy syndrome" permeates as seen in the statement, "Well, what can you expect, these are Indian kids."

Attitudinally, the youngsters of this school are viewed as socially maladjusted and emotionally disturbed, as problem youngsters, chronic alcoholics, etc. In short, staff perceptions border on the reformatory concept of reaction rather than progression or even the minimal concept of rehabilitation. The lines of demarcation are steeply drawn between the antagonists (the students) and the staff. This is felt by all.

In addition, there is evidence of criminal malpractice, not to mention both physical and mental perversion on the part of certain staff members. Portraying ignorance of fact, the administration of the school implicitly has condoned these conditions, perhaps, as was stated, because of "the system." This is reflected in such comments as, "Well, we have always done it this way."

Student involvement, nominal at best, was seen by the review team as a facade coverup, portraying pseudo-professionalism and a lack of interest in youth.

The following observations substantiate this account and illustrate the absence of a sound pupil personnel service philosophy or program at Chilocco:

1. While some psychometric data is evident, and this is fallacious, the entire testing program is extremely weak. Intelligent testing is nonexistent, yet achievement scores are available. The latter result from the use of the California Achievement test which is notorious for highly spurious results. In short, any attempt to correlate, as is normal educational practice, achievement and intelligence is lacking.

2. Counseling is minimal at best this involves little personal counseling and practically nothing in vocational and career advisement. Even though the staff is most loquacious in expressing their conviction that these students are "problem youngsters," less than even minimal psychological counseling is evident. What assistance there is of this

type is given sporadically by a social worker and by a psychologist who visits the staff once or twice a month (sickness and other things have even minimized these attempts).

3. Introverted inappropriate behavior is overlooked completely. Extroverted inappropriate behavior is generally solved by physical punishment, placement in the Newkirk jail without guidance or any visitation, or expulsion to oblivion.

Students reported that the counseling room in the dormitory was used as a place "to work them over when they wised off." As can be seen in the attached student statements, many physical abuses resulted due to a session or two in the counseling room. In addition to this, youngsters are restrained by the use of handcuffs if they have been drinking regardless of their being violent or not.

Youngsters reported they were handcuffed for as long as 18 hours in the dormitory, handcuffed behind their back from above or around a basement pillar or from a suspended pipe. One team member was shown the restraining procedures by the personnel in the boys' dormitory and therefore verified the youngster's expressions. However, the permanent wrist scars on one youngster's arms, the deformed hand of another boy, and an obviously broken and misshapen rib on another tended to reveal the veracity of students statements.

These practices were not limited to the male students alone, but were also purported to be practiced on the female students. However, it seemed more common to jail any girl that appeared to have been drinking. For example, the evening while the team was on campus, three girls were handcuffed (behind their backs) and placed in the Newkirk jail. Only one girl was reported as being violent and she did not want to leave her room. With the "help" of the male counselors, the same who were reported as using excessive force on the boys, these girls were bodily taken from the dorms and driven to jail in Newkirk.

Commonly expressed was the ruling that *any* drinking would result in loss of home visitation and town rights and possible expulsion.

The responsibility for these actions rests not only with the school administration, but also with the Area Office. For example, the Assistant Area Director for Education related that these conditions (e.g., lack of interest, poor administration and supervision, student punishment, etc.) were known to the Area Office and that they "have been trying to get rid of the Superintendent for years." One cannot help but wonder at the efficiency and sincerity of these remarks and efforts. For example, a social work report was turned into the Area Office several weeks prior to the site visit and for the most part, reiterated what was found by the review team. Yet no action had been initiated regarding excessive physical punishment.

4. While health services are not at this time a function of the school, these practices were reviewed. The nurse assigned by DIH to the infirmary was very concerned and actively seeking better ways to improve health practices. For example, she had initiated her own screening process in an attempt to identify various physical anomalies. The clinic operates from 7:30 a.m. to 4:30 p.m. Ergo, any sick child must return several hundred yards back to the dormitory. On weekends the clinic closes completely. Both physical and dental care seem adequate with the exception of sick children having to return to their dorms nightly.

Mental health services by this clinic are limited to a rare psychiatric consultation or examination, the burden of this responsibility falling primarily on a visiting PHS social worker. Her caseload was minimal and limited to severe cases.

The hospital staff has little to do with the school, the program, the expulsion of students, etc.

5. With the exception of several classes designated for slow learners, no special education program is in existence. Yet some 61 children have been identified as exceptional by a very cursory record screening procedure.

6. With regard to food service, an acceptable master menu was posted and was being followed. The preparation and serving facilities were well-kept and appeared adequate. However, since the youngsters received prepared trays (to expedite feeding and administration) and had no choice as to item selection, much food was being rejected and therefore dumped. For most part, the female youngsters were throwing away the high caloric food such as bread, potatoes, etc. Concomitant with this, the Alaskan children's expressed dislike of Southwest regional food also accounted for excessive food waste.

Male and female youngsters are served from three lines having to wait outside the building regardless of weather. No mixing of the sexes is permitted during mealtime. Guidance personnel supervise these lines and the feeding times. When questioned about this, one person stated they were on duty in case of a riot.

It was reported that the Boys' Guidance Director had presented a more appropriate feeding and serving plan allowing selection of food and mixing of students. This was rejected by the food service personnel and the Superintendent on the basis that it did not move the children through the cafeteria fast enough.

7. As for the dormitory situation, some dormitory personnel expressed attitudes of sincere intent and concern for the youngsters, while others expressed perverted behavior as explained previously.

In regard to facilities, the male dorm, now two years old, had several construction defects even when new. These have already been reported to the Central Office Engineering Division for their consideration. These items included such things as poor construction practices, inadequate drainage, misplaced outlets and utilities, etc.

The girls' dormitories, on the other hand, are antiquated. Modern shower and bathroom facilities had been added to these dorms, but these facilities leaked from one floor to another resulting in plaster falling and paint peeling. It was also noted that many of the utilities were broken.

The rooms were overcrowded in the girls' dorm, yet the boys were not. In several instances, it was noted that beds were not separated and this results in a youngster's having to stay in bed until her partner gets up. Also, walls had holes in them. In one bathroom the innards of one wall were exposed showing inner lathing, pipes, etc. One room contained exposed heavy duty electrical wiring at the head of one youngster's bed. The possibility of that girl being electrocuted in her sleep was evident.

However, it should be noted that much reading material (Title I Project) was evident in the dormitories and that the youngsters, while overcrowded, were allowed to hang their own pictures and decorate their rooms.

8. The guidance personnel/student ratio is one to 89. This reflects a minimal shortage of 11 people (includes recreational leaders, aides, supervisor). Combining this with the absence of other specialists (e.g., special education teachers, psychologist, social workers, etc.) makes apparent a great lack of pupil personnel specialists.

9. Student activities were minimal. The students claimed they had no voice in school affairs, that activities were dictated for them not by them. The student council was only a nominal facade and held no serious voice in school activities. For example, many students claimed to have requested a chance to sleep later on weekends, to establish their own dances, to have some say so with regard to expulsions, to voice their opinions on the educational program and their future adult needs, etc. (Student expulsion takes place after a secret ballot is taken by a committee comprised of the school Principal and the guidance staff. Teachers, school health personnel, and students do not take part in this process.) These responsibilities they feel were disallowed them. Because of such denials and the resultant attitude that no one on campus really cared and that they must really be bad, they drink, fornicate and act up. Students readily admitted to the review team (interesting, since the team members were all strangers) where and how these illicit activities took place.

It should also be noted that the student council was functioning without a president and a vice president because they had been removed from their elected offices for disciplinary reasons. Interviews with the two deposed officers revealed that a matron (instructional aide) has told them they were kicked off the student council. Impeachment proceedings had not taken place by the governing body of the student council and the staff adviser to the student council, and neither the Principal nor the Superintendent of the school had talked with them.

Student morale is poor; their attitude is that no one cares for them, never listens to them, never comes to their affairs, etc. With regard to the latter, it was voiced that the Superintendent had attended his first student party only because the review team was invited. However, the Principal did try to attend many functions.

D. INSTRUCTIONAL PROGRAM

The problem of low morale seemed to prevail not just among the students but throughout the school staff. All the guidance personnel appeared demoralized or disinterested and the same condition was expressed by the teachers. The atmosphere of the majority of classrooms visited by the review team reflected poor teacher and student morale, disorganization, lack of supervision and lack of purposeful and meaningful direction. Many teachers do not have lesson plans or evidence that preplanning has taken place in relation to scope and sequence of classes being taught.

In most classes visited by the team members, students were doing written work at their desks. No interchange was taking place between teachers and students or among the students in most instances. In one classroom students were busy attempting to write the answers to questions at the end of a chapter. One student remarked to a team member that it was pretty hard because the class had not read the chapter yet. It was very evident that the staff and students had been prepared for the review team's visit and a very "canned" educational environment was reflected as the result.

Among the causes of the staff morale problem are the obvious lack of staff involvement in program planning, the poor communications within the school, and the absence of effective leadership.

Although much lip service is given to the fact that the students at Chilocco are in need of a strong, innovative educational program due to their underachievement, little evidence can be found indicating strong instructional leadership or involvement in curriculum development that will provide an instructional program to meet the needs of the students. The curriculum offerings and approach to teaching are very traditional in nature.

The lack of communication between administration and department heads, between departments and between staff members working in the same discipline area is very evident. Each discipline is an "Island unto itself" in relation to contrbuting to and being involved in the total educational program. Both the instructional staff and the guidance staff stated that they rarely communicate to each other. Problems in the dorm only get reported to the teachers via the grapevine and vice versa. No system of common reporting has been established. Staff members related at a meeting called by the review team that this was the first time members of each subject matter area had been able to get together to discuss their disciplines and exchange ideas with co-workers. These people were very positive in stating "we need more meetings like this."

Further comments concerning the instructional program at Chilocco school are as follows:

1. The buildings utilized by the instructional department are old and outdated; however, this is no excuse for the lack of adequate maintenance that is readily apparent. Classrooms are in need of paint, chalkboards are in need of refinishing and repainting, and in general, the housekeeping and repair of most classrooms leaves much to be desired in terms of a pleasant classroom environment.

2. The developmental reading program being taught by Mrs. Clark is innovative and is meeting the needs of 85 students. The utilization of several different kinds of reading materials and devices plus the availability of the paperback library makes this classroom interesting and a challenge to the students. It is unfortunate that this program is not available to more students as low reading achievement was identified by the staff as being the basic academic problem of the students.

3. Mr. Paul Sward has visited Chilocco school and arrangements have been made to implement BSCS Patterns and Processes (Special Materials) by providing all books, manuals, supplies, materials, and equipment which are necessary for this program. This will upgrade the science curriculum.

4. Workshop classrooms (grades 9 and 10) reflect much more teacher and student involvement in this instructional area.

5. The fine arts curriculum should be integrated into the regular class schedule. At present teachers have to meet with students before

and after the regular school hours. A situation of this kind creates too much outside competition for the fine arts program to cope with and puts undue demands on the fine arts teachers.

6. The basic textbooks in many of the discipline areas are outdated and short in supply. Supplementary materials for teachers and students use are practically non-existent and lack of teaching supplies and materials create hardships on teachers who are responsible for classroom instructional programs.

7. The present requisition system being utilized provides that requisitions go directly from the department heads to the Administrative Officer. The Principal, who is the director of instruction and curriculum development, is circumvented and has no knowledge as to what is being ordered to carry out the instructional program.

8. An excessive amount of equipment that is obsolete and inoperable is on campus (Example: 23 16mm projectors). It is most difficult to justify new equipment when property inventory shows an overabundance. Survey action is necessary to dispose of equipment that is not supporting the program.

9. Business education classes are in desperate need of calculators and adding machines for student use in bookkeeping.

10. The policy concerning department heads and teachers utilizing student cumulative folders is not clearly defined by the administration or understood by the staff. In any event, at a meeting with department heads, it was obvious that availability of and use of cumulative folders was not clear.

11. Students at Chilocco school are not involved in an extensive program of field trips to provide educational and cultural enrichment. Two GSA pool buses are available at 11.5 cents a mile with a minimum charge of $92.50 per month. Administration states that pool buses and funds available are not enough to meet the needs of the student enrollment.

Another significant observation was that 90 percent of the approved Title I Project was not in operation. There was little or no activity in getting any of the Title I components underway. For example, the swimming pool, the enclosing of which had been provided for by previous Title I funding, was not in operation, nor was the campus beautification program: the recreation program was at a standstill because there was no student activities coordinator; some materials for the science program, reading program, etc., were ordered but had not yet arrived. The personnel freeze was given as one reason for the inactivity, but another perhaps more significant comment was that there had been little or no input from teachers in Title I planning.

E. RECOMMENDATIONS

1. In total agreement with the Assistant Area Director for Education's recommendation, the Superintendent should be removed immediately. His successor should seriously consider the immediate replacement of the top echelon people if need be so that he can revitalize the entire school program.

2. An intensive investigation into the physical and mental abuse of the youngsters of this school should be initiated immediately and appropriate action taken against those guilty of such malpractice.

3. While financial deprivation appears to be a common characteristic, every effort should be made to stir the creative imagination of the entire staff in the utilization of the facilities they have. This could easily be done with the proper leadership and the involvement of both teachers and students. In conjunction with this, lines of communication must be established between all departments and staff members and with the students.

4. Intensive effort should be undertaken to rid the staff concept of the "failure-expectancy syndrome"—the concept that Indian students are stupid at best, troublemakers, and inferior to others.

5. Psychological services should be initiated immediately to attempt to rectify the serious damage done to these youth. A comprehensive testing program should be started, to identify the intelligence of youth, the correlated achievement status, the vocational and career potential, and any serious emotional upsetment, either present or potential.

6. As a result of the above, a worthy qualitative counseling program should be initiated, both on an individual and group basis. This program should be innovative and creative rather than operating only as a reactionary program.

7. A closer relationship should be established between the school (instruction and guidance) and the community. The latter should be viewed as including the DIH health center, the business community, mental and physical health specialists, recreational and other community activities.

8. DIH, in conjunction with the school personnel, should make arrangements for adequate staffing of the health center. It just does not make sense for a sick child to get up from bed rest at closing time, return to the dorm for the night, and come back to the health center in the morning.

9. The aforementioned testing program should coordinate with an intensive physical screening attempt in order to identify those youth in need of special education provision.

10. Special education programs should be established for the handicapped and exceptional child. In certain cases this would necessitate the transfer of youngsters back to communities providing services (e.g., deaf children to schools for the deaf, etc.).

11. The staff and students should study and resolve a more appropriate student feeding plan and student activity program which will permit student involvement in school affairs. The student council should function in accordance with established and approved constitution.

12. Campus security is a problem needing attention, in that country roads go through the school property and it is difficult to control speeding autos or unwanted visitors who pick up students or make alcoholic beverages available to them.

13. The staff at Chilocco school should reevaluate the Title I Program components through determining the needs of students in priority order and reprograming apparent savings resulting from the late starting of the project to meet those needs. Future Title I proposals should have more input by teachers and students and should be more innovative.

14. It is advised that the area office investigate and survey the problems of the Chilocco school program and attempt to rectify them, while concomitantly initiating innovative programs.

4. REPORT OF STUDENT-TEACHING EXPERIENCE AT CHILOCCO FEDERAL INDIAN SCHOOL, CHILOCCO, OKLA., PREPARED BY RICHARD E. HOVIS, STUDENT AT OKLAHOMA STATE UNIVERSITY, STILLWATER, OKLA., AUGUST 1968

Chilocco is located in Kay County, Okla. It borders Kansas for 2 miles, being about 4 miles from Arkansas City, Kans. It is 25 miles north of Ponca City, Okla., and 65 miles north of Stillwater, Okla. The land is in a two-mile square. The school buildings are in the north central part of the square.

The campus consists of approximately 15 major buildings surrounding a large oval. It is a very pleasant looking and well-kept campus, comparable to many small college campuses. There are three or four girls' dorms and two boys' dorms. The main boys' dorm, which houses the sophomores, juniors and seniors, is large and modern. It was completed a couple of years ago and is completely air-conditioned. The other boys' dorm and the girls' dorm are older and were probably built in the 1930's.

As implied above, the school accommodates students of four high school grades (9 through 12). The students are all of American Indian descent. Slightly over eleven hundred were enrolled at the first of the school year. They represent 95 different tribes and come from 38 different States. A large number of the students, about one third, are from the States of Arizona and New Mexico: and most of these are members of the Navajo Tribe. Another large group, about one third, is from Alaska. This group is composed of Eskimos, Aleuts, and Athabascans.

There are two reasons that a child would be at Chilocco. The first reason, which brings the majority of the students, is that their homes are in such remote areas that they cannot easily commute to public schools. Many of the Navajo families live in line dwellings miles from any town in the desert areas of Arizona and New Mexico. Most of the Eskimos come from the small remote villages on the coast of the Bering Sea or the Arctic Ocean. The Aleuts come from small villages in the Aleutian Islands and from the southern coast of Alaska. And the Athabascans come from the interior regions of Alaska, many coming from villages along the Yukon River.

The second reason a child would be at Chilocco is that he has one or several social problems at home. Many are there because they cannot adjust to public schools. They come from bilingual homes and they are not adept enough at the subtleties of the English language to be comfortable around their public school classmates. Some come from poor homes that cannot afford, or at least do not provide, the proper clothes, school supplies, and spending money that help make a child at ease among his classmates. Compounding this situation are the differences in cultural background, moral values, and, of course, the obvious difference of skin coloration.

Also, many children come from broken homes. There may be only one parent in the home. This by itself may not merit sending a child across the country to a Federal boarding school in Oklahoma, but many times the one parent (or both) will be an alcoholic or at least a heavy drinker. This fluctuating uncertain home life creates insurmountable problems for a child trying to attend a public school. At the recommendation of the social worker on the reservation the child is sent to Chilocco.

So, from all over America—from Miami, Fla., to Point Barrow, Alaska, from Shiprock, N. Mex., to Cherokee, N.C.—they come to Chilocco. They all have different backgrounds. Each tribe has its own heritage and cultural differences. And *within* some tribes, such as the Eskimos, there are sometimes such great differences in dialects that they can't understand members of their own tribe from a village 50 miles away. Some come from cities as large as New York or Miami while others live in a mud hut 20 or 30 miles from their nearest neighbor on an Arizona desert. There are large differences in the intelligence levels of the Chilocco student. Some are sent to Chilocco because they are not intellectually challenged at their public schools. They become bored, rebellious, and finally a discipline problem that is coped with by sending him to a boarding school. On the other hand, some drop out of public schools because they are mentally incapable of even the most elementary forms of learning. Some cannot read or write above a second or third grade level. The economic conditions the students come from vary. Some come from moderately wealthy families while others come from families that are extremely poor. The moral standards of the students vary a great deal. A large percentage of the students have been exposed to alcohol at an early age; but others are from very moral families who live in villages that completely forbid the use of alcohol.

So, it can easily be seen that Chilocco is a very heterogeneous mixture of students with all possible backgrounds, intellectual abilities, and ambitions. Their only common union is that they are all labeled "American Indian." It seems unfair that they should all be treated just alike and that they should be indiscriminately put into the same classroom and given the same "education." These kids have no more in common with each other than do the Mexicans with the Italians. It would be no more difficult and no greater of an injustice to try and educate a group of intelligent wealthy New York students with a group of ignorant poor Mississippi students than it is to try and educate these Indian students in the same classroom. The Chilocco teacher is forced to teach at a median intelligence level. But in doing so he doesn't get through to the great majority of students. The smart students are bored so they go to sleep. The less intelligent students don't know what the teacher is talking about, so *they* go to sleep. When the students that are bored are asleep, and the students who can't understand are asleep, there sometimes isn't much of a class left. It is not uncommon for a classroom at Chilocco to have over half of the students asleep while the teacher is giving the lesson.

The Chilocco students are very quiet and unresponsive in class. The lack of classroom noise and enthusiasm is apparent when one first enters the room. There is no spontaneous excitement. There is no spontaneous laughter. There is no general murmur of enthusiasm when something happens in the classroom. The students are listless. In general, they don't have the characteristics of a dynamic and happy class. Each student is an island—an unresponsive, introverted island. He may be thinking about school work or he may be thinking about his home several thousand miles away. If he is thinking about the classroom work, he may be genuinely interested, or he may be bored; but the point is, his teacher and his fellow students never know which. There is no spontaneity in classroom work. Everything is forced and strained.

And no wonder everything is forced and strained. With the students from so many different home situations and with such wide cultural backgrounds it is not surprising that to most students it is a "foreign" situation. Many of the students are qualified for high school in age only. They are not qualified either academically or emotionally. Many, notably the Eskimo children, have lead very sheltered and innocent lives previous to coming to Chilocco. I talked to one Eskimo girl from Point Barrow, Alaska, and I asked her if she had ever drank before. I was surprised when she said that not only had she never drank, but alcohol was forbidden in Point Barrow. In contrast, there are a few of the students who should be or have been in a reform school or penitentiary. They have been exposed to a rough life and they are hardened beyond their years.

On a questionnaire that I handed out to the students I asked what they would like to be doing rather than be in class right now. One girl, who had been kicked out of public schools in Oklahoma several times and who was a hardened delinquent, said that she would like to be "out drinking on some dusty road". So, all of the students are thrown together at Chilocco. Most of them have never been away from home in their lives. They are taken away from their homes where all they knew was the hunting or fishing or farming or horse raising of their families. Their freedom is taken away and they are put in the sterile environment of Chilocco. They come from wilderness areas of America where they have all the freedom they want to hunt or fish or they come from very permissive families that have allowed them to run wild all their lives. They are put at Chilocco, and except for infrequent exceptions they are not allowed "out of sight of the campus" for nine months. Chilocco makes a conscious effort to bring to the students the educational advantages that it thinks important. There are special educational and cultural activities day and night until the student barely has enough time to sleep, but they don't get to do the little things that to me seem so important for the proper growth of a teenager. They don't have the freedom to take a walk more than one hundred yards from campus. They can't go downtown shopping. They can't go into town and see a movie on a weekend. They don't even have the freedom to go into town and get a coke at a drug store like any other teenager. These may seem like small things to have missing from life, but if you can imagine how much they meant to you when you were growing up, I think you will see how much they are missed by these kids.

As one of the teachers at Chilocco said, the students "are a captive audience" and the longer I was there, the more I agreed with him. With each day they lose a little more of their zest for life. They soon learn that the school was built for the purpose of educating American Indians, and they will be thought of as American Indians, and not as individuals. They soon drift into silent contempt with the rest of their classmates. And after four years, some of them don't even have enough spirit left to feel contempt.

This lack of spirit seems to be a big problem at Chilocco. It seems like every time one of the students shows a little spirit or exerts himself in any way, he is quickly put in his place. Boxing used to be a big sport at Chilocco. The Chilocco boxers were well known in the area and they have produced several champions. The boys liked the sport because it was a healthy outlet for their aggressions. The sport was discontinued, though, because the administration decided that it was too rough. Chilocco also used to produce champion football teams. Now, however, they win few games. I talked to one of the sophomore boys and he said that he had thrown a block too hard one time and the coach pulled him out of the game, and slapped him in front of his team-mates. He never played again, and he said that next year he was going to go back to his public school in Montana where the coach had offered him a place on the team. A good example of lack of spirit occurred near the end of the year at the Pageant. The Pageant is a biennial production that the students put on to show the cultural heritage of their different tribes. This seems like a very good idea. It should be a fun-filled occasion which would make the kids proud of their heritage.

In fact, however, in the weeks before the pageant, the teachers do ninety percent of the work. There is no interest or enthusiasm on the part of the students. This is only one example of the hard work teachers must put in with no encouragement or help from the students. It's a frustrating experience to work night after night on a thankless project. It's devestating to a teacher's ego and confidence in himself to fight this lack of enthusiasm day after day, year after year. I invited several friends of mine up to see the Pageant. They said that when they first arrived on campus they could sense the quietness and lack of spirit in the students. They said that there was no shouting or loud laughing that would be evident at any other high school. At the Pageant there was no spontaneous laughter or applause. The students just sat there until it was over then went back to the dorms.

This lack of outlet for their emotions can result in violent and bizarre happenings. A few of the students will sometimes sneak out of their dorms and walk into town to buy liquor. They then drink it as fast as they can in a recreational area about one half mile from the campus. The administration is aware that this happens occasionally and it is very hard to guard against without imposing prison restrictions. But every weekend or so some of the boys, and girls, can't stand being cooped up any longer, and they drink all they can stand—sometimes more than they can stand. Last Easter morning one of the Crow boys from Montana was found dead from too much alcohol. I talked to one of his teachers, and found that he was a very meek and obedient student in class. He always handed in his assignments and was never a problem. He apparently could stand it no more and drank himself to death. I don't think he died of an over-dose of alcohol but an over-dose of having his spirit crushed. Also, at this same drunk, one of the girls was raped. This is one of several cases of rape I heard of while I was there. I was told by a teacher that one of my students had been raped by several boys the year before. Not only this, but the incident took place on the balcony of the school auditorium. Looking for a place to be alone, boys and their girl friends have many times broken into the building which houses the auditorium. Since no display of sexual emotion is permitted on the campus, and since the students are not allowed off the campus, it is no wonder that they must break into buildings to be alone. I was in one of the rooms on the top floor of the building the day after some of the students had been there the previous night.

There was a gaping hole in the ceiling and one side of the room was littered with material that had broken away from the ceiling. I asked what had happened, and was told that some students had broken in. I assumed that it had been broken into for purposes of vandalism, but when I looked around the room I couldn't see any evidence of destruction. Nothing was turned over, and the room was in perfect order except for the hole in the ceiling. I asked why this was so and the teacher told me that the students had broken into the attic "to build a love nest". At the time she didn't say why the hole was there, but several days later she told me that the principal had fallen through the ceiling. It seems that while he was trying to catch some of the students, he stepped on a weak section of the ceiling and fell fifteen feet into the room below.

The few delinquents at Chilocco give the whole school a "reform school atmosphere". A small number of the students are sent there because they can't get along anywhere else. These students force the administration to be very strict with rules and regulations. As a result, many teachers categorize all the students as delinquent cases and treat them as such. It is no wonder that the students have little to say in class when they are thought of as "poor, ignorant, Indian juvenile delinquents". Of course they only worsen their plight when they don't express themselves and exert their own personalities in class, but most of them firmly believe that nothing they do will help them so they say nothing. There seems to be a stigma attached to speaking in class, and they would rather remain quiet than be disliked by their fellow students.

They seem to have lost their faith in people. They have stopped believing that Chilocco or any BIA institution can really help them. They don't bother to discipline themselves because they have learned that the aggressive, self-disciplined person will go no further than the person that stands around the BIA agency waiting for a hand-out. They, therefore, have developed no character of their own. They become a shiftless, flexible, parasitic piece of humanity with no more moral fiber than a geranium.

In a public school situation there is not only response from the students, but there is also either direct or indirect response from the parents and the community as a whole. If the teacher says something the students don't agree with, the students usually express their disagreement. If they disagree violently enough they inform their parents of the teacher's behavior, and community pressure causes the problem to be investigated. This feed-back from the students and the parents is an important part of learning. It doesn't allow the teacher to go off the deep end in any area. But it is not only important for the student's benefit but also for the teachers benefit. These checks and balances of the community not only point out the bad teachers but they also point out the good teachers. The students, the parents, and finally the school administration know who the good teachers are.

At Chilocco, however, there is none of this classroom or community feedback. The bad teachers are never criticized and the good teachers are never praised. After a while even the most dedicated get a "what's the use?" attitude. They lose confidence in themselves and more than a few develop neurotic symptoms. They do things that would be considered "sick" in a public school situation. One of the teachers told her practice teacher "not to touch any of the students". She said that they carry all sorts of diseases and one should wash his hands after touching them. Another of the teachers, who is terrified that her students will get out of control, gave a fifteen minute lecture saying that there is no discrimination in the world and asked the students how they could think such a thing. Another of the teachers, as do several others, speaks in a very loud over-compensating voice. He came to my room several times while the students were studying and yelled at me in conversation over a distance of twenty or thirty feet.

I am not saying by any means that the problems of Chilocco can be attributed to the teachers. A large percentage of these teachers would do an adequate or more than adequate job in the public schools. Most have taught in public schools at one time or another and have a good record. What I am trying to say is that the whole system at Chilocco is at fault. As one of the teachers told me, "You can't change Chilocco, but Chilocco can sure change you." I say without hesitation that most of the teachers came to Chilocco because of humanitarian reasons. They saw the pitiful situation and truly wanted to help, but after months of rejection and failure they either quit or they began looking at it as an eight to five job with no obligation to their students.

I think that too often the students are not allowed to compete in the world outside of Chilocco. I talked to the band director, Jerry McCulley, and he said that he would like to take the band on more trips to compete with other bands, but he said that it wasn't the policy of the school. He said that the superintendent, Dr. Wall, had limited the trips because "he didn't want the students to look bad". The band members are not up to par with some of the surrounding public schools and Dr. Wall apparently doesn't want to see them hurt if they are defeated. Mr. McCulley who is a very capable band director says that a realistic defeat now and then might be good for them. Dr. Wall may not want to hurt the students but he is doing them a greater injustice by not letting them compete.

The annual achievement tests give an indication of the effectiveness of Chilocco on the students' education. Granted, many of these students are put there because they have not done well in public schools but many are very intelligent and have just not had a pleasant school experience. The California Achievement Tests are given to the students every year. Of the twelfth grade students, those who should have benefited the most from Chilocco only six of two hundred are above the national average. Most have a test average three or four grades below the national average. It's hard to believe that four years at boarding school produces no better than a twelfth grade student with a seventh or eighth grade academic mentality.

I've done a lot of criticizing of the school but I haven't offered any solutions. Considering the heterogeneous mixture of backgrounds and cultures, I don't think that a federal boarding school is the answer at all. The administration at Chilocco is for the most part made up of dedicated people who do what they can. Many of the teachers are also dedicated and they would be excellent teachers under other circumstances. Money isn't the problem because money is poured unrelentlessly into new buildings and facilities. But I think that considering the different backgrounds and abilities of the students, all the good intentions and money in the world couldn't change things.

I think that sending the students to boarding schools within fifty or one hundred miles of their homes would be more reasonable. This way the children would be closer to the people they understand. They could be with their families on important days such as Thanksgiving and Christmas. They would be going to school not only with American Indians but with "American Whites." They wouldn't be indiscriminately lumped together under the vague heading of "American Indian," but they would be put with children of their own ability and background. Chilocco was a noble idea and years ago when most of the students were from Oklahoma it was a good idea; but it is just too much to expect a child from a remote Indian village to become americanized into middle class standards so far from his family and the things he loves. The only result is that he regresses further into his shell and finally gives up hope that anyone really understands or wants to help him.

D. Flandreau and Pierre Indian Schools, Flandreau, South Dakota, and Pierre, South Dakota

1. Report Prepared by Francis Hamilton, Peter Petrafeso, and Rosemary Christenson, of the Upper Midwest Regional Educational Laboratory, January 17, 1969.

A. SUMMARY

This report results from observations and data collection by a four-member Laboratory team which visited the Pierre Indian Boarding School, Dec. 10–11 and the Flandreau Indian School, Dec. 12–13, 1968. Because the Flandreau visit was cut short by blizzard conditions, the school was revisited December 16–17 by one member of the team.

Although the two schools are understood to have begun as educational institutions to serve children for whom local schools either were nonexistent or were difficult to reach, their purpose has radically changed. At least 85 percent, and perhaps more, of the children are now referred to these schools for so-called "social reasons"—broken homes, asserted inability of parents to provide care, juvenile delinquency, etc.

Therefore the typical pupil is afflicted by a wide range of pressures. He may be at the school against his wishes, or suffer from insecurity accompanying family disintegration. He may bear the seeds of revolt against authority, or feel lonely and have no prospects of useful, satisfying life ahead.

In spite of this, the schools are staffed in a traditional pattern, with relatively few special pupil services. School psychologists, guidance counselors, special education specialists, welfare workers and the like are not available in these schools to the ratio that would appear warranted by the exceptional nature of the children.

Instructional staffs appear to equal other public school staffs in the State in training and experience. This is not to say that school staffs generally are as good as they should be. Training, either preservice or in-service, for the particular problems teachers face at these Indian boarding schools, is minimal or does not exist at all.

Instructional aids, as the dormitory staff personnel are called, are expected to act toward their charges as a parent or older sister, or uncle and to be generally supportive of their children's personal and educational growth. They fill one of the most difficult and sensitive roles in education, yet there appears to be no systematic plan for their training, professionalization, evaluation or recruitment. Their working hours are largely occupied by housekeeping duties, rather than aiding and supporting the children.

Decisions to send children to boarding schools are made at the local level and may well be one of the most vital effects upon his life that a child will ever encounter. Once in the boarding school system, he is not likely to leave it. The decisionmaking process by reservation school administrators, social workers, tribal councils, and the courts is worthy of determined study and analysis.

The effect of the educational process in these schools is uncertain and will continue to be unknown until a vigorous followup on graduates is undertaken and maintained, with adequate records and analysis. No decision to improve these schools can be reached until these facts are known. The schools should also be examined in depth to determine the relation of costs—plant and operating, personal care, and instruction—to ascertain the expenditures for components of the school.

Despite the existence of "student councils" and "dormitory councils" the genuine involvement of pupils in their own governance was not apparent to the visiting team. Administrators have ample evidence of the unrest today that has spread from universities downward into the public schools and across national boundaries. It appears that ignoring community and student aspirations for some voice in self-regulation may create serious confrontations in the future.

The Laboratory team was headed by the director of a project aimed at developing better teaching preparation and classroom practices for inner city schools, and included two professionals working on the development of similar preparation and practice for Indian schools. One of the latter, a graduate of reservation schools, was able to establish good rapport with pupils.

However, the Laboratory acknowledges that its examination was too brief to become the basis of a really authoritative study. Children tend to give responses they think will please questioners and get them off their backs in the shortest possible time. Shadings of personal relations, strengths, and problem areas are not likely to be perceived in 1 or 2 days. The Laboratory understands that much data was gathered over a long term at Flandreau in preparation of what is known as the Krush report, referred to later in this document. It would be useful to examine that material.

B. PIERRE

The Indian Boarding School at Pierre has a normal capacity of 300 pupils in grades 1 to 8. At the time of the Laboratory visit, the count was 235 boys and girls, whose ages ranged from 6 to 16.

The school is situated just outside the town of Pierre, South Dakota's State capital, and close by the Missouri River. Buildings are generally well-worn but clean and serviceable. Dormitories are fairly new. Grounds tend to be nondescript and provision for both outdoor and indoor recreation minimal. A $1.2 million building program has been authorized. Administrative offices were jammed awkwardly in a basement adjoining PE locker rooms. The cafeteria was roomy and had good light.

Pupils were orderly and generally exhibited a good-natured and bright appearance and were friendly with each other. They lined up neatly at the cafeteria and there was no disturbance in halls. Behavior and appearance contrasted favorably with that of children in public schools familiar to the Laboratory team. However, no child interviewed by the visiting team could answer the simple inquiry: "What do you want to be when you grow up?"

(1) *Local decisions send children to schools*

The action sending children to Pierre is a bureaucratic process, starting usually with the reservation school principal, education specialist, or welfare worker. The "application" is reviewed in area offices at Aberdeen and sent on to Pierre authorities. The Laboratory understands that "applications" thus handled are rarely turned down by the school. "Social" reasons account for 95 percent of admittances. Trips home are arranged with difficulty, involving letters to and from parents with attendant bureaucratic delays.

The academic program at the school appears to be no better, no worse, than in public schools, but pupils come to school with low achievement records (averaging 2½ years behind national norms in most subjects) and no concerted effort is made to remedy this deficiency. Pierre is proud of its single course in Indian culture and pupils expressed pleasure in the course. The Laboratory's own component on Indian education advocates such courses, but believes they should be offered in all grades, rather than only the 7th and 8th, as is true at Pierre.

Twenty-five pupils personnel records were examined in depth. Although the records were not as complete as they could have been, they showed only one pupil had herself initiated the admission procedure. Nearly all came from broken homes. The highest educational degree achieved was ninth grade, achieved by only one parent among the 50. Three pupils were raised in homes where only Indian languages were spoken. Five pupils of the 25 studied had run away from the school at some time. Runaways were required to write "explanations" for their act: nearly all said simply that they had been lonely.

(2) *Admission records*

There is some irregularity in the admission process. For example, it was learned that application forms were not presented for 20 pupils at the start of the school and that after correspondence with the agencies, eight applications are still missing. Medical information sometimes does not accompany the application. If the child has moved frequently, the academic record is also incomplete and social summaries are outdated and too brief, particularly for pupils from Standing Rock and Rosebud. This information must be obtained at some effort, perhaps from the family. Some children have no legal guardian of record; others have tribal court-appointed guardians. (The States do not recognize the tribal courts.) Custody of 33 pupils was in doubt. The school is working at clearing these up. The single social worker commented that only two pupils definitely do not belong at Pierre, since they are failing academically, and sometimes run away, taking other children along, only to abandon them later.

There is no evidence of suicide attempts. Glue-sniffing is suspected but not proved. Very few relatives visit Pierre and the children maintain only meager contact with other agencies, including home reservations.

(3) *Town and School Relations*

Only minimal social relations exists with the community, despite attempts of the Episcopal Church, the Jaycettes, (who sponsored Brownie groups) and others. Mental health workers in Pierre felt the community was apathetic about the school and thought that few residents realized that children lived at the school the year round.

(4) *Other government assistance*

The Pierre office of the Division of Child Welfare said that the division is not always informed of children assigned to its custody by courts, and that a number of these were located "lost" in the Pierre records by the school's social worker. The DCW attempts to place children in foster homes in preference to boarding schools. With more staff, the division has been able to find more homes this year, and attempts to reserve the boarding schools for hard-to-place teenagers.

A Lutheran minister expressed concern for the school's isolation, and suggested that if the school were to continue, perhaps it should be as a boarding facility, allowing the children to attend public school in Pierre. He thought relationships would improve if the community could share school facilities, such as the gym, or youth groups used the dormitories in summer.

Prejudice is asserted by some Indian and white sources, and it is denied by other Indian and white sources. The public high school has no course in Indian culture, and the quiet Indian student tends to be ignored, although acceptance is gained by athleic prowess. The feeling of "being out of it" was offered by the minister as one reason that Indians seldom graduate from the Pierre school system.

(5) *The nonacademic care of young children*

The vulnerability of the kind of "social" case composing the school population, and the critical nature of the growth and nurture generally at this age is well documented by scholars. Pierre appears insufficiently child-centered, and favors compliance with long-established staffing paterns which may be well wide of the needs of the present. There is a feeling that matters operate more for the convenience of administration than for the children's welfare. Some of this apparent convenience may be required for fiscal or other good reasons, but it was observed that with several options available, the school often chose the one least compatible with the nature of the school population.

Example: a poster with legend: "Litter, ugh! Keep um clean" displayed unnecessarily offensive pidgeon-talk. The two residence halls are named Kennedy and Pocohontas. Could not the halls been more appropriately named after great men and women of Indian history? Pocohontas, particularly stands for a time and a land a long way from the Dakotas, especially when one considers that Pierre School lies athwart the track taken by Lewis and Clark, and that expedition's debt to the woman Sacajawea.

A great deal of weight is placed upon personal cleanines and grooming. Weekly counseling classes at night emphasize cleanliness for both boys and girls. Adolescents are urged to use deodorant, which they must buy through the exchange of points earned by good behavior. Pupils said it took 2 weeks to earn 150 points for a bottle of deodorant. Toothpaste, hair dressing, toilet articles, panty hose, bras, etc., were obtained through the point exchange. A simple toy such as a "frisbee" required 500 points. Children were required to remove shoes in dormitories, and younger ones to wear bibs at the table.

It would appear that posters and announcements, prepared by the more artistic pupils, would be better for the dormitory bulletin boards than the paeans for the police and the Federal Bureau of Investigation which were the only adornment there. They were not attractive and it is doubtful that any pupil ever read either of them all the way through. The visitor speculates why it is necessary that these children of the frontier grow up unexposed to animal life. One source remarked that the boarding schools in other days were allowed to raise a few livestock but that for some reason the practice was abandoned. At least a friendly dog or two would appear to be a not unbearable burden upon the staff. It is also to be wondered at why, with such an obvious need for recreation, the gym is not open on weekends. (Staff told the laboratory it was; but this was contradicted by pupils.)

Although severe winters limit outside recreation, the dormitories muster only a couple of beatup TV sets and a handful of paperback books. The visitor is led to conjecture how much of a recreational library could be assembled from the funds required to send one staff member to an educational conference.

The hard-pressed instructional aides tried to provide a hobby session for groups of 15 pupils once a week. Kitchen supplies were readily available, but materials for model building, toymaking, or sewing were provided at a cost to the aides.

Children were seated at tables according to age and residence hall, which worked the apparent cruelty of keeping brothers and sisters apart. Once child told an interviewer he could meet his sister only surreptitiously and that they would be punished if caught.

Pupil involvement in nearby Pierre is largely limited to "town days" during which children can walk the streets and on occasion buy clothing under supervision. They are apparently allowed to go to occasional movies, but this requires that the child have some store of money. Many do not. Some effort is made by churches and civic organizations for parties and a limited amount of intermingling. The school policy discourages entertainment of pupils in faculty home. (Pierre police told the laboratory children present no problem on these visits; the sheriff's office said its only concern was the checking on runaways, which were most frequent early in the school year and which sometimes involved car theft.)

Attendance at town church service was compulsory. Pupils said they were disciplined for attempts to evade it. The stated school policy disavows corporal punishment although some personnel told the laboratory younger pupils were spanked during their introduction to school to show them how to shape up. Six boys said they believed that classroom teachers informed matrons or instructional aides of troublemakers and that "they really got it" in the dormitories. (These reports were not substantiated.)

(6) *Training, selection of key personnel*

Staff people closest to the pupils are the instructional aides who preside in the dormitories. One psychiatrist with great experience in Indian schools believes the ratio of aides to pupils ought to be 1 to 15. At Pierre it is 1 to 60.

The aides represent a unique job in education. They are supposed to be parent, uncle, aunt, elder brother or sister, chum, counselor, bookkeeper, drillmaster, and heaven knows what else to their children. They live in the dorms in direct contact with their charges (who usually are four to a room). The laboratory understands all are of Indian blood, and at least some are graduates of the very school in which they serve.

There apparently is no conceptualized statement of what these people should be or how trained. A high school diploma is the only educational qualification. Some have had some additional college but the amount and quality of this preparation was obscure to the laboratory team. Perhaps there is no easy way to judge the effectiveness of such paragons, but it appears that it would be a good thing to attempt to set up some guidelines. It is doubtful that any systematic understanding of exactly what these aides are required to do and what is the best way to train them exists. Their ostensible role is one of guide and mentor. Actually, they spend most of their time cleaning floors, counting linen, and other maintenance chores.

The casual preparation of aides is typical elsewhere in the school. The laboratory learned of no required preparation for the specialized job of teaching in an Indian boarding school with an extreme ratio of pupils admitted for "social" reasons. Nor was there any serious inservice program of training followed. One laboratory visitor was perplexed by the comment of a young teacher who said she "would not want to be biased" by any advance training for her job. Only one teacher was of Indian blood.

A social worker has been added to the staff this year. The laboratory regards this as valuable but inadequate in view of the range of personal problems already described. A consulting psychiatrist was employed for a limited number of days in other years, but apparently this practice has ended because the school is too far away for him. The whole area of mental health of the pupils appears to lack a vigorous and sustained effort on the part of the school.

(7) *Performance analysis*

Pierre is lacking in the systematic collection and use of pupil information. There is no followup on children who leave the school, except an inadequate one conducted through the personal enterprise of a teacher. This is praiseworthy but the product is entirely too crude to serve as a basis for decisionmaking. Considerable information exists in the school's records, but the laboratory could not see that use was made of it. Data collection and organization are a must in any school to understand the nature of the pupil population and the effect of the school's program.

The laboratory examined budget categories but was unable to extract from the BIA-prescribed forms the kind of fiscal knowledge that would lead to an analysis of each part of the school's operation and the costs of the various components. Again, the laboratory notes the prospective investment of $1.2 million in the school plan. More knowledge of the nature of the children, the educational process, and the cost effectiveness of the present and optional ways of operating the school would appear to be vital to the wise investment of new money especially in the design of the plant and the staffing pattern for running it.

C. FLANDREAU

Flandreau Indian School, a high school accommodating 600 pupils, is pleasantly situated on gently sloping, wooded hills near the town of Flandreau in eastern South Dakota. It has a long history, having originated as a private missionary school in the 1800's. For the most of its history, it has been a vocational school, but owing to BIA policy decisions in the recent past it was remodeled as an academic school. Some shop is still offered in the older buildings, as well as home economics. The main instructional offices and the dormitories are quite new and the general aspect of the school is most favorable, comparing with the best public high schools. Pupils are cleanly and neatly dressed and while they are not in uniform, the variations usual to current high school youth are not evident. Pupils are also orderly in hallways and wherever observed on the grounds. This is not surprising, since nearly all of them were prepared for Flandreau in another Indian school, such as Pierre, where neatness and orderly behavior are stressed, and at least outwardly followed.

The administration records indicate a current 500 ADA, with an annual dropout rate of 15 to 18 percent. There appears to be no follow-up on those who drop out. The teacher turnover is described as a few two or three persons a year. Salaries are competitive or better than in South Dakota public schools, although the staff is required to work a full year. (About 100 pupils remain over the summer, having no other home.) The annual budget approximates $1 million, not including health service.

(1) *The school population*

Children are admitted here for exactly the same reasons they are taken in at Pierre. Homes are broken, the mother (or father) has disappeared or is regarded as incompetent by courts, social workers, or tribal authority, or the child is the ward of a court or the tribal council. Grades are in general quite bad and achievement is averaging 2½ years behind the national norms. According to scanty records (followup studies of Flandreau graduates is just beginning) some 12 percent of last June's graduating class went on to higher education. In view of the fact that under the most favorable family socio-economic conditions, half of college entrants fail to graduate, the insistance on academic preparation is puzzling. (Of students interviewed by the laboratory, only two disclosed ambitions that involve higher education; the others aspired to "blue collar" jobs.)

The background, ages, and restricted lives of these children would appear to make them subject to the common antisocial behavior of teenagers everywhere. Conferences with civic authorities in Flandreau and reference to pupil personnel files indicated that this condition existed but that it's probably no worse than in "normal" school communities—some glue sniffiing and ingestion of substitutes for hard liquor (it is apparently unavailable, so resort is made to lemon extract, hair tonic, etc.). The school appears to be sitting on a terribly combustible situation in the proximity of boys and girls at an age of maximum sexual drive without the presence of guidance and support of adult relatives. (Espects of the mental health problem at this and other Indian boarding schools are the subject of study by the late Thaddeaus P. Krush, M.D., who, with others, produced the paper on the subject published in February 1966 issue of Journal of American Psychiatry.)

(2) *The objectives at Flandreau*

The statement of purpose appearing in a handbook published by the school described it as the preparation of "young Indian boys and girls for post-high-school training and to participate in the social and economic life of the nation." This was further defined by the superintendent as an effort to provide college preparation for some, preparation for a trade for others, a way to organization for life to others, and to "meet the physical disability" of still others. Laboratory visitors encountered a certain amount of ambivalence from the faculty in this area matter of school objectives. It appears, however, that the primary emphasis is indeed, academic.

(3) *Effort to be "normal"*

The Flandreau students have many of the same physical supports of public high schools. There is a school newspaper, enthusiastically if inexpertly produced, which is burdened with the same editorial problems of school papers generally—too much official news and bad pictures of adults instead of content originated by pupils which they can identify with. The school has had a successful athletic history, attested by the overpowering display of trophies in the main hall, and a lesser history in other curricular affairs, notably group singing, in which many State fair trophies were collected. The laboratory was told of a rodeo club, which sounds most hopeful, but has no information on details.

A student government and dormitory councils exist. The administration describes them as having a good deal of autonomy and among other things, as helping with the "drinking problem." Students themselves admit to no such autonomy and claim they don't really know what are the limits of their authority. A new principal said however that efforts to obtain more student involvement are underway. The regulations for operations of the dormitory council are of a complexity sufficient to baffle a Philadelphia lawyer.

The children of any small town, very small town, have vastly more opportunities for recreation than the Indians of Flandreau. The library, for one thing, in such an institution ought to be exemplary. Flandreau's is superb in comparison with whatever exists at Pierre, but it is grossly insufficient in recreational reading material. Very little fiction is available. The magazine section in contrast is quite varied, including such publications as Hot Rod, Field and Stream, and Cosmopoltan, as well as the solids such as Current History and U.S. News & World Report.

(4) *Relations with community*

FIS cannot really be said to be part of the community, although many of the faculty live in the town and there is a very modest employment of the pupils in Flandreau cafes. Church organizations help in a few placements. Student opportunity to earn money is very thin, a matter of some concern when the fact is considered that if pupils are to visit home as at Christmastime, they must pay their fare.

(5) *Guidance counseling and associated activity*

For the first time FIS is seriously trying to learn what happens to alumni. A counselor provided through ESEA Title I funds has obtained information from reservation agents on 85 of its 96 graduates of last June. She learned that 12 are in college, 17 in vocational school, and 31 are unemployed. Student testing has led the school into homogeneous grouping according to ability resulting in six groupings or tracks in all subjects in the ninth grade. So large a number of tracks is unusual in current instructional practice.

The guidance office was able to provide considerable test information about pupils. The Iowa test of educational development, administered to the incoming freshmen, disclosed the average to be about 2½ years below grade level, and to test in the lowest quartile. The test administered to 11th graders produced slightly lower scores. (See Flandreau Indian School, memorandum dates Nov. 1, 1968, ITED test results, attached.)

The laboratory team's impression is that career counseling is insufficiently stressed. Bulletin boards in the main academic building carry a few flyers about jobs—all U.S. civil service and nothing about the possibilities in private commerce and industry. A business methods teacher, asked about job possibilities for graduates, answered only that some inquiries were received from tribal councils and Haskell. The machine shop instructor appeared to be enthusiastic but said he provided only basic skills. The shop appeared to lack modern machinery which an apprentice in private industry would be expected to operate. The picture was somewhat better in welding: several new machines were acquired as a gift and the instructor was confident of his students' ability to succeed on the job.

Flandreau's home economics department, specializing in job training of waitresses and male food handlers, impressed the team. Some students were able to get a little work in Flandreau and plans are understood to be afoot for more extended on-the-job training in Sioux Falls, 40 miles away. A small but attractive "tearoom" provided a well-prepared, nicely served lunch. However, one visitor reported that his waitress had difficulty in computing change for less than $1, and an adult cook said that his student help "couldn't read well enough to distinguish a can of peaches from pears."

Random inspections of the buildings and discussions with staff produced such comments as a belief—expressed by the new principal—that the greatest need is a student activities building, which for one thing would help improve boy-girl relationships. Much sympathy was expressed from industrial arts and home economics departments for the short-range needs of students. After hours help is given students who want to work in those departments.

A Lutheran social service worker and a Brother from Blue Cloud Abbey spoke of their difficulty in finding jobs for students. They were able to place only five last summer. Students are sometimes taken to the Abbey for group retreats. A remedial education specialist felt that students need remedial help in every aspect of the curriculum. The home economics department felt that more work with the academic department was needed to upgrade course material; the chemistry curriculum was said to be insufficient to prepare students for advanced training in nursing and home economics.

In review, Flandreau, as Pierre, appears to be operated solely by educators for students referred to the school by social workers. Children are removed from the scene of their problems, in the way orphanages and State mental hospitals traditionally operated. Practices which lately are being abandoned in the light of current social and psychiatric thinking.

Further, it is a common understanding of those who deal with admissions practices such as those prevailing at these schools, that just enough damaging evidence is presented to support removal of the child from the home community, but not enough to prejudice acceptance at the school. If the child fails, he is processed back to the home or to another boarding school, training school, public school, State hospital, or is lost completely.

We do not know what stress is created in the child by removing him a great distance from his home but suspect it is severe. Reappraisals appear in order concerning the philosophy of these schools. If they are to assist in the acculternation of the Indian youth, there appears to be a need for vigorous advancement of relations with their surrounding community. If they are supposed to return children to the reservation, ties between the school and the latter need development.

D. RECOMMENDATIONS

An examination of such a lively organism as a school conducted over a few days or a few hours is too little for a really authoritative report. Yet it was long enough to stimulate some thinking about what could be done at Flandreau and Pierre. A magnificent opportunity exists here to make these schools outstanding and thus to feed back into the Nation rich human resources now squandered through inattention of adults and frustration of the children.

1. The objectives for the schools should be reviewed and a determination made whether they are to be purely educational institutions for all young Indians or if they are to be, as they essentially are now, orphanages and custodial and remedial agencies.

2. As a corollary of recommendation No. 1, the forces acting at a local level to place children in these schools should be examined to ascertain if families, children, the law, and the State are served to the maximum possible good.

3. Staffing patterns should be adjusted to needs of the pupils. If the schools continue to be operated for children in trouble of one kind or another, the proportion of education specialists capable of remedial instruction, social welfare, guidance, counseling, analysis, and recreation should be sharply stepped up. These services are vitally needed now and there is probably no circumstance of redefinement of the schools' mission which should not include at least a modest increase in these kinds of personnel. If schools assume a parental role and provide a home, they should be vastly more concerned for the hours of pupils outside the classroom—in recreation, games, entertainment, work, study, and personal growth.

4. Preservice and in-service preparation of teachers must be organized and pushed. It is not humane nor efficient to allow teachers to learn their profession by practicing on the defenseless. The preparation and development of instructional aides and matrons is a matter of high priority for the study of ways and means to do it.

5. Many more job opportunities should exist for children and it is not sure that this would cost more. Much of the groundskeeping, plant upkeep, cleaning, painting, and minor repair, as well as food service, laundry, and so forth could be done by children with some training and supervision. It is utterly impracticable that children raise livestock and some food products? Such gainful work would go far to raise self-esteem, line pockets, and occupy vacant hours. Study of the kibbutzim of Israel might suggest ways to effect this kind of change.

6. A system for collection and organization of pupil information

affecting the child's performance before, during, and after his experience in the boarding school should be established. Modern school administration practice is based on such data.

7. Application of modern program budgeting and cost effectiveness analysis would provide management tools for more efficient operation of the schools. No illusions about total costs being held down or reduced should be entertained, however. Education economists are predicting that public resources allocated to schools will double or triple in the next decade if the schools are to meet demands against them.

It is not likely that Indian boarding schools are any different. If graduates are to leave the system with a fair chance of succeeding in the technological world of the next few decades, they must be prepared.

Prudent increases of investment in these children will bring substantial gains. Dangerous losses are in prospect however, if their preparation does not meet the demands of the times they face.

2. Flandreau Indian School, by Virginia Sneve, Education Counselor, Flandreau Indian School.

(A report prepared by Mrs. Sneve for the teaching staff at the Flandreau School and made available to the subcommittee.)

Flandreau Indian School,
Flandreau, S. Dak., November 1, 1968.

To: Teaching staff.
From: Mrs. Sneve, education counselor.
Subject: (Iowa Tests of Educational Development) test results grades 9 and 11.

Percentiles based on the school averages show us how our school is doing in relation to other schools around the country. If the percentile for a higher grade falls below the earlier grade this does not mean no progress is being made in our school. Rather, it means that the progress made is less than that in the typical school.

The ITED is a long, exhaustive test for our students. But, other schools report the same for their students. The test norms are based, again, on middle class non-Indian students; however, this does not exempt our students from competing in such a society. The test results indicate they are below average in academic achievement.

Virginia R. Sneve, *Education Counselor.*

A. IOWA TESTS OF EDUCATIONAL DEVELOPMENT—9TH GRADE AVERAGES

One hundred sixty-five 9th graders coded into the ITED Grid Code the following information:

Field No. 1—code number assigned to one of six groups of Feeder schools from which our 9th graders graduated from the 8th grade:

1. Wahpeton
2. Pierre
3. Other BIA
4. Public
5. BIA Boarding—Public
6. Parochial

The High School Placement test composite grade equivalent and the grade equivalent of the Diagnostic Reading Test was coded into fields 3 and 4.

The scoring service reported averages of the ITED standard scores for each sub test and composite for each of the six groups; and grade equivalent averages for the HSPT and DRT for each of the six groups. The number for each group is listed next to the average.

Note that two did not record a group code and are not included in the averages.

Conclusions reached from this study indicate that the Flandreau School 1968 9th grade students score lower in all three tests than those of a typical public high school 9th grade class.

Of the BIA schools represented (code 1, 2, 3,; 93 students) the Wahpeton group had the highest average score in all three tests. Wahpeton also averaged higher in the HSPT than did groups 2, 3, 4, and 5; and higher in the DRT than did other BIA schools.

The Public School groups (66 students; code 4, 5) scored higher averages on the ITED, and HSPT than did groups 2 and 3. On the DRT, group 4 scored higher than did group 5, where Indian youngsters are returned to dormitory home life.

The Parochial group (16) scored the highest average on all three tests.

This study will be repeated next fall. However, these results seems to verify what 9th grade teachers have felt for a number of years. Our students are at a remedial level and should be allowed to progress from the level they are at when they enroll and not from what is expected of a typical 9th grade class.

(Only the composite standard score average is reported here. Individual subtest scores are available upon request.)

B. FLANDREAU INDIAN SCHOOL, 1968 GRADUATE FOLLOWUP

Fifteen home agencies of the 96 graduates of 1968 were sent a followup questionnaire requesting information about the present status of the class. One hundred percent of the agencies responded. The data compiled from the questionnaires indicated that as of October, 1968, the graduates are involved in the following:

Status	Number	Percent
College	12	12.5
Vocational school	17	17.7
Employed	9	9.4
Unemployed	[1] 31	32.3
Other [2]	4	4.2
Armed Forces	8	8.3
Married	4	4.2
Unknown	11	11.4

[1] 21 of those unemployed have made plans for AVT of Haskell the 2d semester.

[2] Includes working at home or a posthigh school.

Thirty-seven percent of the 1968 graduates have followed through on the plans they made at the end of their senior year.

	Plan	Present status
College	15	9
Vocational	38	12
Armed Forces	21	4
Other	4	2
Undecided	18	9

Attached is the information about the individual graduates. If you know of other facts, changes, or additions, please let me know.

VIRGINIA SNEVE,
Educational Counselor.

C. FLANDREAU INDIAN SCHOOL FOLLOWUP STUDY

The followup study will be in two parts: (1) The annual study done for a continuing evaluation of the FIS program and for the summary placement report required annually by the BIA; (2) an inclusive 5-year study of graduates from 1964–68.

Fifteen home agencies of 96 members of the 1968 class were sent questionnaires (see attached). The compiled data from the returned forms will be used as the basis for completing the Summary Placement Report. Two, left off the list, were expelled before graduation. Six of the class received certificates of attendance. One hundred percent of the agencies responded.

The 5-year study will include 99 of 1964; 98 of 1965; 125 of 1966; 100 of 1967; and 98 of 1968 (520 total). Individual questionnaires will be sent to each. The questions have been designed to aid the academic, dormitory and administration in an evaluation of the school's total program.

This questionnaire will be sent annually and then I suggest a repeat study in 5 years. That is, a followup in 1969 and then again of the same class in 1973 after the class has had an opportunity to become trained and/or established economically.

3. TRIP REPORT, FLANDREAU INDIAN SCHOOL AND PIERRE INDIAN SCHOOL, BY JOHN BJORK, ASSISTANT CHIEF, AREA SOCIAL SERVICE BRANCH, PUBLIC HEALTH SERVICE

A. TRIP REPORT, FLANDREAU INDIAN SCHOOL, DECEMBER 12, 16, 17, 1968

(1) *Purpose*

To participate with study team evaluating boarding schools at Pierre and Flandreau.

(2) *Contacts*

Upper Midwest Regional Educational Laboratory staff described in Pierre trip report: Adrian Parmeter, chief staff person for Senate Subcommittee on Indian Education: B. B. Warner, Superintendent, J. Glenn Sorensen, Principal, Procopia A. Lee, Secretary, Mr. D. J. McDowell, Administrative Assistant, Owen A. Citrowske, Academic Department Head, Virginia R. Sneve, Education Counselor, Bernice H. Jones, Remedial Supervisor, Thomas J. Mullin, Industrial Arts Department Head, Vera R. Smithe, Home Economics Department Head, Arthur Jenkins, Dining Hall, George L. Allen, Instructional Aide-Crafts, Sally A. Wosika, Recreation and Crafts—all Flandreau Indian School staff; Dorothy Dierks, PHS School Nurse; Robert Franz, PHS Mental Health Consultant; Brother Anthony G. Firman, Blue Cloud Abbey; Jack Little, Lutheran Social Services; Judge Benedict, Moody County.

(3) *Discussion*

Because of poor weather our visit to Flandreau on the 12th was shortened to less than a full day and we were not able to return on the 13th as planned. I talked briefly by telephone with Mr. Parmeter in Huron that evening, and Mr. Petrefeso and I returned to the school on the 16th and 17th.

The group, with the exception of Mr. Parmeter who arrived later, met initially with Mr. Warner. In response to our inquiry about the goals of the school, he stated that they sought: (1) to provide a structured living experience for the students; (2) to help them learn to get along in either white or reservation society; (3) to provide a "regular" high school experience, including college preparatory and vocational training; and (4) to provide schooling for physically handicapped children. (The latter objective was later clarified to mean students with correctible visual or hearing handicaps.) Mr. Warner briefly described a reorganization of the school, actually still in the "paper" stage, designed to give greater emphasis to guidance services.

We had an extended conference with Mr. Sorensen. Mr. Sorensen had arrived at the start of the school year and we asked for his opinion about the relationship which existed between the school and town. He thought it ranged from good to bad to indifferent. Since bad came to mind, first, he suggested that shoplifting by students created the most negative effect. He believes the school has finally "got on top" of the problem of drinking. There are never more than one or two "plastered" at a time now, and this was true even following a blizzard. He believes drinking is a more school-centered problem than shop-lifting. The school now places students as waitresses in local cafes under close supervision. The program, similar to distributive education, is an extension of the School Tea Room operation and involves 8 or 10 students at a time in about 4 local cafes. The school has also considered establishing a group of boys and girls in an apartment in Sioux Falls where they would live and work for two or three-week periods. He believes there have been fewer opportunities for boys partly because boys care less about getting out in the community and partly because there is a hoodlum-stereotype about the boys at the school which reduces the number of opportunities for them. The stereotype is true for only a small minority and Mr. Sorensen plans to work at eliminating any basis for it. He only believes some of the town-people are aware of the economic value of the school to the community. He mentioned the jurisdiction problem but stated that he does not place students in summer activities and I believe the implication was that it had no desire to do so. He stated students did not go downtown to work. "The school is not really a part of the community—we have to face that." He thought that there would be greater willingness on the part of a newly elected judge to accept more responsibility in relation to the school. He described the police as "typical, small-town police—incompetent. We do not confront these guys." He reiterated the idea that the school would overcome the drinking problem and that this would help.

Questioned more clearly, he expressed his faith in getting the student council to function and to deal with the problem. They are now meeting during school hours and are more involved with school staff, particularly Mr. Klapperich, Dean of Men. "Foul-ups" must meet before the dorm council. Mr. Sorensen believes the students need much support and he believes in working closely with the student council to achieve this goal. He stated that his major efforts have been in the dormitory area because the students spend 18 hours of their day there and that is where the non-professional, sometimes "incompetent, screwed-up" staff are. The students arrive with a pattern of roaming all night and they are expected to conform to our orderly life here; consequently, he has emphasized developing things for them to do e.g. intramural sports, crafts, recreation room, dancing. The most-needed building at the school is a student activities building. Such a building would help improve boy-girl relationships. He does not believe the school ready for coeducational dormitories, however. He cited poor communications as the biggest problem both within the school and between school and reservation. He was upset when a student did not know who he was; since then he has called impromptu assemblies to work at this problem.

We inquired about the follow-up of students. Mr. Sorensen replied that a study of the 96 graduates of 1968 had been completed by Mrs. Sneve, the first such study attempted for six or seven years. The study was accomplished by writing to the agencies for information. All but one responded and this was later followed-up. Findings indicate that 37% of the students followed through with plans they made at the end of their senior year. Nine students had enrolled in college. The next phase of the study will be the mailing of a brief questionnaire to these graduates, intended to help the school evaluate its program. Mrs. Sneve is in a position to talk to students under normal circumstances, unlike Mr. Sorensen who states he only sees the extremes of council members or students returning home. She also talks with both boys and girls. Mr. Sorensen believes the schism which has existed between boys and girls departments will be lessened when Mrs. Anderson's job is filled and she is able to assume her new role as director of all counseling services.

We asked about in-service training and staff-turnover. Mr. Sorensen commented that teacher turnover is pitifully small. "We have done nothing about inservice training; for example, 80% of the teachers lecture to their students." He has used quarterly budget reports to establish rapport with teachers and to involve them in the planning process. He believes the area education director and Mr. Warner both favor more such involvement. He described the school as a self-contained unit. Teachers have access to all student records; if they are concerned about a student's background they will seek information. The same is true for dormitory staff. He sees changes in the divisions between teacher and dorm staff, boys and girls building staff. He believes teachers now visit dorms and instructional aides visit classes. The student council was given the responsibility to plan a two-day holiday they requested and they, in turn, sought and received the cooperation of school staff to make their plans work.

In response to our inquiry about the goals of the school, Mr. Sorensen replied that while there has been lots of talk about goals, he is not sure that anyone knows or agrees about them. To the agency social worker and superintendent, Flandreau is a dumping ground. A frequent agency response to the return of a student is "Can't you keep those kids down there?" First of all, Sorensen says, Flandreau is *not* a penal institution, not a school for hoodlums. It is an educational institution, a *school*, the best in the BIA, a school for those who can't get their schooling at home. Most Flandreau students would be out of school if they were not attending Flandreau. So, primarily, "it is a school; the meals and beds are incidental. Someone needs to redefine the purpose of the boarding school. We are not vocational, but prevocational. Students now come for social reasons, but the staffing hasn't changed one bit to meet the social reasons." He cited the need for social, psychological and psychiatric services. "We talk social problems yet respond in an academic manner. We talk symptoms and ignore causes."

As to the course on culture, Mr. Sorensen pointed out that it was experimental. Apparently little consultation has been received: "Dr. Byrd breezed in and out once." The way it is being taught (primarily lecture method) is not what we want. Students know more about this than staff and should be more involved. The teacher trained in Dr. Byrd's method is a poor teacher. It would be better to have a teacher who was interested in getting kids to participate whether or not he knows anything about Indians. The teacher is a non-Indian whose wife is Sioux. He noted that while many teachers have taught on reservations and so have some knowledge about reservations, it was also possible for some people to teach there for 30 years and still not know anything about Indians.

We interviewed Mrs. Virginia Sneve, Education Counselor, and inquired about goals. She thought it was "hard to know." The school was supposedly chiefly interested in education, but she found mental health factors of primary importance. In reviewing GATB scores with seniors, she has found them terribly concerned about leaving school. So many times they act out their feelings of inadequacy in antisocial behavior. We haven't prepared them for graduation. She is not concerned with vocational guidance since the school does not offer terminal training. Mrs. Sneve reported that she works closely with the dormitories. The main reasons for "drop-ins" for counseling are problems about getting along with others, especially among freshmen and sophomores. Referrals by teachers are strongly influenced by their experience in the classroom. Depending on her evaluation of the teacher, Mrs. Sneve encourages a teacher to read a child's record or merely to discuss the child's background with her. She prefers to think of drop-outs as transfers although she seems quite aware that students may not enter another school system after leaving Flandreau. We asked Mrs. Sneve about the PHS consultants, and she seemed familiar with the program. She felt the inservice training (case conferences) offered dorm staff were good but she also would like to see a similar project instituted for the academic department. Although the nurse is often unable to attend these conferences, she has found her to be very helpful. There is a need for more guidance counseling, more group therapy. None of the staff is well trained for the latter. She agreed that sensitivity training might be helpful for new teachers. She is going to try to work with a group of seniors experiencing separation anxiety. Last year there were nine seniors who were life-long products of BIA boarding schools and they could not make up their minds about their future plans. She believes the students need to be given more responsibility in every area. Finally, we questioned Mrs. Sneve about community relationships. Mr. Sneve is a welding teacher at the school. The Sneves have had 8 moves in 14 years and have found Flandreau the most difficult place to make friends.

We talked with Mr. Mullin who teaches one class and supervises the Industrial Arts Department. At the outset he gave us a brief account of an inservice training workshop he had attended last summer in Flagstaff, Arizona, for BIA, OEO and public school administration staff. His children participated in a three-week workshop being held for BIA guidance and instructional aide staff. The latter workshop involved both Indian and non-Indian children and apparently made use of behavior modification theory.

Mr. Mullin stated that the school badly needed *vocational training*. Industrial Arts is pre-vocational but he did not believe many of their students went on for further training. In addition, he believes they lose freshmen who might stay if they were permitted to take vocational training. He understands that the industrial arts policy was set in Washington and Aberdeen and that one of the premises for it is that vocational training is now readily available at the reservations. Miss Mitchell, the Aberdeen consultant, visits the school about two times each year. It appears to Mr. Mullin that the school is becoming more and more academically oriented and he blames himself for not resisting the 40 minute modes which have proved too short. Mr. Mullin and his staff are of the opinion that the school should emphasize vocational training, and "we're doing it in fact." Although staff has not polled students about their wishes, teachers are available from 4 to 5 each afternoon and in some cases the students are spending more time in the shops than they did the previous year when classes were an hour long. The Machine Shop and Wood Shop may have as many as 17 students in these late afternoon sessions.

Students progress at their own rates and take tests when they feel they are ready. There are 158 students enrolled in six shops. Of the upper classmen who do not take shop, half can't because they've failed required courses and half don't want shop courses. This is the first year that freshmen have not been rotated through all the shops. The change was made because some of the shops were thought too difficult for freshmen. Mr. Mullin admitted that some of the training was being given with obsolete equipment. The school still receives project requests from the local community, but students are no longer trained to build a garage, etc. Requests for recommendations for workers still come from reservations, and Mr. Mullin recommends students largely on the basis of work habits, along with whatever training and skills they may have acquired. Mr. Mullin says he makes a daily visit to each shop and visits the boys dormitory frequently.

Mr. Citrowske spoke about the in-service training program which involved universities in Arizona, Washington, and South Dakota. He stated that administrative department heads, teachers and dorm staff were forced to go and a great deal of money was spent. It is the same workshop series, I believe, which Mr. Mullin described, for which Mr. Vance had visited the southwest recently, and for which Mr. Klapperich had attended an evaluation session in Pierre during the latter part of the week of December 8. During the summer of 1968 a Special

Education Workshop for BIA personnel from several areas was held at Jamestown, N.D. The latter workshop was conducted in cooperation with AVCO Economic Systems Corp.

Mr. Citrowske suggested the following as the goal (philosophy) of the school: "to help the students make the transition to the mainstream as easy as possible. We can't divorce them from their culture so we have a class about culture. Those who lean toward assimilation are put in accelerated groups. The curriculum is not terribly unlike a public school curriculum." We asked Mr. Citrowske about gaps which he was aware of between theory and practice. He believed that more effort should be focused on the early years rather than at such a late state as Flandreau. The education and economics of the family should receive attention. Attitudes gained from the extended-family, powwows, etc., about "lazy government workers" have more effect on the children than day schools can correct and these cannot be changed at a later level. Welfare has run rampant in just giving money away; human beings will take the easy way out. Mr. Citrowske denied being a "big thinker or innovator." He felt the Flandreau School was doing a good enough job now and only needed a little money to buy textbooks, etc. He believes we should quit such bureaucratic monsters as OEO and the Job Corps. Indian people will get the money back one way or another.

Mr. Citrowske reported that he has to stimulate his staff to be aware of the differences of these kids. He cited the example of his two senior English teachers, one new and one with several years of experience at Flandreau. The experienced teacher would extend periods of work commitment for students, the younger teacher would not. Through in-service training, Mr. Citrowske helped the new teacher to see that the real goal was to help the student meet the commitment even at the cost of a few extra days. She could take part of the grade off but not eliminate the grade completely. There was brief discussion of the Indian's value orientation to time, but I am not clear whether he related it to the discussion of early impressions or not. He did say they dealt with greater (more important) things in the culture course than time orientation. The course is designed to give them something "they can look up to their culture about. We can't lambaste them with 'your old man's a drunk and that's why you're a bastard:' we'd lose them that way."

Mrs. Vera Smith described several new programs instituted by the Home Economics department which are designed to be of immediate, practical significance for students. Almost the entire home economics staff was interested and participated in the summer placement activities begun by the Frandreau mental health project. The staff was especially alert and receptive to finding ways to help students cope with problems of acculturation they found during their summer placements in homes in communities near Flandreau. The current programs reveal innovative techniques to help in these areas while, at the same time, they help students to live more productive lives on the reservation. One senses a sympathetic feeling for the short range education needs of students, similar to that found in Industrial Arts. At the same time there is support for working with the academic department to develop course material at a more advanced level; for example, the chemistry curriculum is not adequate to prepare students for advanced training in nursing or home economics. In addition to such traditional classes as home nursing, foods, and sewing, the Home Economics department supervises the students in the cafe work in the community. While this training is not looked upon as "terminal," the department does not discount the importance of such training to students who may use it to advantage at some point in their lives. The department supervises the dining hall, including Mr. Arthur Jenkins, the retired Army cook instructor who is in charge. They are justifiably proud of the training program going on there for a class of boys. (A visit to the class revealed an industrious, interested group. Mr. Jenkins knows of a few ex-students who are doing well in military foods operations as some graduates have written or visited him at the school. He was concerned about non-reading students nearing graduation; sent to the cellar for a can of peas, they might return with fruit cocktail.)

The Homemakers Assistant course places girls in Flandreau homes to work, along with the wife, for 2-hour periods. The wife must be with the student at all times, teaching home living and management. Girls help prepare meals, answer the phone, participate in child care. The girls are graded by the women but, perhaps more important, they also "grade the home." In class, the students share their experiences and there is a critique of home management and family living practices.

We conferred with Robert Franz, social worker at Brookings Area Guidance Center, with whom PHS has a contract for consultation services. Either Mr. Franz or his supervisor, Mr. Koep, social worker and director of the agency, visit Flandreau school once each week. Mr. Franz generally sees students while Mr. Koep provides program consultation to staff. Mr. Franz was aware of discrepancies between information given him by students and information contained in social summaries. He cited a local news article which quoted Mr. Warner as stating the school children came from the same kinds of families which existed in Flandreau, but we were unable to locate the article. (Mr. Franz believes the article may have been an attempt to reassure the local population that the school was not filled with disturbed youngsters or hoodlums, following some school-community problem. In his 2 years of consultation at the school, Mr. Franz has only seen Mr. Warner two or three times and then the topic of conversation was the weather.) When Mr. Franz believes students need psychological testing or psychiatric evaluation, he arranges for this at the center in Brookings. Currently, Mr. Koep is active in helping the school work with the South Dakota State University in Brookings to develop an expanded pupil personnel service for the school which will be financed by BIA funds or through a grant from another agency.

We talked briefly with Brother Anthony and Mr. Little. They had shown a film during the evening on a human relations subject. The two work together on a student placement project. Apparently there are many problems, and only five students were placed during the past summer. Effort is made to help students and families maintain relations during the school year. The project was financed by the Children's Bureau and it is my understanding that money has been appropriated for fiscal year 1969. Brother Anthony is also supported, in part, by the Catholic Church, and his home base is Blue Cloud Abbey in South

Dakota. Students are taken in groups to the abbey for retreats and apparently this is a popular activity. Brother Anthony works with the boys through the boys guidance department. A Catholic priest from a nearby parish counsels girls at the school.

We visited with Mrs. Bernice Jones who is in charge of remedial education. Mrs. Jones appears to be very much interested in her work. She feels strongly about the much-too-small program which the school supports. Remedial reading and arithmetic are available to freshmen and sophomores (although I believe not all of the latter are included) through the efforts of Mrs. Jones, and one full-time and one part-time teacher. Mrs. Jones believes the students need remedial help in every aspect of the curriculum. She is outspoken about the lack of both support and understanding she receives from Mr. Citrowske in contrast to her previous supervisor.

We discussed the arts and crafts program with Mr. Allen and Mrs. Wosika. Although I saw both activity rooms, only the girls were using this facility at the time of our visit. This program is a very important addition to the school, one which had been recommended by the Flandreau project in the 1950's. It has been staffed only recently and, according to Mr. Allen, securing funds for equipment and supplies for ceramics, leather tooling, etc., is still a major problem.

We were referred to Mr. McDowell for information about orientation of new staff. Mr. McDowell gave us copies of BIA memorandums which refer to orientation, and he discussed the plan he instituted at Flandreau to ensure getting the information to staff. Essentially, the information is concerned with civil service employment practices, and it is our impression that no attempt is made to orient teachers to the special needs of the students in their care. Mrs. Procopia Lee described the student record system and supplied us with copies of various kinds of information about the school. Mrs. Lee is an exceptionally competent person who attempts to keep track of students and their records in a system which contributes to making the task difficult. The problems in getting accurate information are similar to those described for Pierre.

We visited the student council meeting. Mr. Citrowske, staff adviser to the council, arrived at the end of the meeting and asked the group whether they had acted on a disciplinary problem which had been referred to them. The students had decided against taking action and there was no further discussion. It was my feeling that the staff person assigned to student council should have attended the meeting to spark discussion. The matter of student council power (to initiate as well as receive assignments) is probably a difficult one to handle, but it is not helped by lack of communication with staff. The student in charge of the meeting reported that Mr. Sorensen had contacted him directly and the implication was that Mr. Sorensen planned a more active role for the council. It was left to the council to plan a special meeting with Mr. Sorensen, and the group agreed on a time, apparently again bypassing Mr. Citrowske. We talked with the group about the culture course. As was true at Pierre, the students were under the impression that the instructor was Indian, though he is not. Although the students like the idea of the course, there was dissatisfaction with the method of teaching (lecture) which has been used by the instructors assigned to the course in the 2 years it has been taught.

In a briefing session with Mr. Parmeter, the group learned that comparable studies of Indian boarding schools are being conducted throughout the country. It was my understanding that this committee is concerned that Indian education has not been as responsive to change as would be desirable and that the committee believes certain changes in organizational structure, which are under consideration, might be a solution to the rigidity which dominates the system. At Flandreau, for example, he was interested in any evidence of change which had followed the Flandreau project.

(4) *Conclusions*

A five-day review of selected aspects of the boarding school programs at Pierre and Flandreau has produced both positive and negative impressions. Staff and community contacts, without exception, were friendly and cooperative. Personnel generally, in whatever their capacity, seemed interested in doing a good job of helping the children and youth in their care. The foregoing report provides numerous examples of staff involvement to substantiate such findings.

On the other hand, this review also reveals that basic defects exist in the system which seriously impair the best efforts of the best of staff. At the risk of oversimplification, there appear to be two related problems: the amount of confusion permitted to exist around the purpose for which these schools exist, and the consequent inability of anyone to develop an adequate program under these circumstances.

The changing role of the school was documented by the Flandreau Mental Health Project as early as 1957. In 1959 the same project pointed out that the school population could be grouped into seven relatively distinct categories, each requiring a separate and special program. By 1965 the project had demonstrated that the students had more psychological pathology than a comparable Minnesota normative sample. The percentage of students coming for social reasons has risen to a current high of 90%.

What's been done to cope with this changing use of boarding schools which were opened, originally, to separate children from parents and thus speed the acculturation process? The BIA Branch of Education has been elevated to Division status. Both schools have increased their staff and budget through the years, particularly in the guidance area. Title I funds have been used in some instances to better the staff-student ratio. Plans for a much expanded pupil personnel service are being discussed, at least at Flandreau. Social service and related professionals are said to have a high priority for funding.

What remains problematic? The schools are operated solely by educators for students referred, in the main, by social workers. The schools accept, knowingly, a wide variety of complex social, psychological, educational, and cultural disorders. Social workers and educators "use" the outmoded idea that sending people far from the scene of their social and emotional problems will somehow, almost miraculously, solve the problems. (The demise, years ago, of orphanages and, more recently, large isolated state mental hospitals, attest to the abandonment of this theory in social and psychiatric thinking.) Further, it is commonly acknowledged by BIA social workers and educators alike that when social histories are written, the sophisticated referral includes just enough damaging evidence to "justify" removal of the child from his home community, but not enough to preclude his acceptance at the school. The school is, indeed, a dumping ground. Should the adjustment process prove too difficult for school or student, he is returned home or passed along to another boarding school, day school, public school, training school, state hospital, or lost completely. For the student, the psychosocial nomadism and chameleon responses, described by the Flandreau Papers, set in. For the staff, distrust and alienation are heightened. Since the Flandreau project began, adding social workers to school staff has been a thorny problem for the BIA. Whom should they report to, Education or Social Service? Even though the idea of hiring a Bureau social worker was advanced during the tenure of the mental health project, the position was not established until 3 years later and it has never been filled. At Pierre, an untrained worker was hired 2 years after the project, and she became part of the regular budget this year. There has been no reporting problem for this kind of worker: she reports to the principal. Comprehensive pupil personnel services, apparently favored by the new Division of Education, should do much to remedy the situation at the schools. The plans we heard, however, did not appear to encourage the participation of the major referral groups, i.e., BIA Community Services Division, tribes, parents, and cooperating agencies.

This report will not attempt to cope with the variety of unofficial reasons for enrollment one hears from students and others, but they include sentiment (parents and relatives attended a particular school) and attending in order to remain with friends who enroll for more legitimate reasons.

Education criteria for admission include, briefly, distance from the school at home; scholastic retardation of three or more years (or pronounced bilingual difficulties); and the need for special vocational or preparatory courses, not available locally, to fit them for gainful employment. The first criterion is little used in this area. Scholastic retardation is used but, as this review indicates, almost no remedial help is available to justify such referral. Students are socially promoted, sometimes until they graduate from high school. As Flandreau approaches a "normal" public school curriculum, the last criterion loses all meaning. The school appears to have resolved the old "saw" of whether schools are providing "terminal" education with a firm negative response from everyone, except those staff members concerned with other than academic education.

Finally, the inconsistency of the professed goal of helping students learn to live in white or reservation culture must also be questioned severely in the light of what this report has to say about relationships with local communities and reservations. The content, manner of teaching, and the "reach" of the culture course leaves much to be desired. Even if this program were given a higher priority than it appears to have been given, particularly at Flandreau, one wonders how helpful it is to help Indians understand their culture in the isolation of boarding schools. Do not non-Indians need to learn these facts in a give and take relationship with Indians, for them to be meaningful to both?

It has been Public Health Service policy to provide mental health consultation to these schools. Limited mental health social work consultation is available from the Area Office. It has not been possible to fund IHS social work positions at the reservation service units in whose jurisdiction the schools are located. The schools, because of their relatively small populations, have an even lower priority. The consultation purchased by PHS for Flandreau has been described. Until this year, a similar arrangement existed for Pierre with staff coming from Sioux Falls. A combination of budget cuts and scarcity of professional staff has halted consultation at the school this year; however, seriously disturbed children are evaluated in Sioux Falls.

The Public Health Service emphasizes working toward making mental health services available to reservation communities. As these services are developed, they are used to enhance the appropriate placement of children. In the past, the BIA Area Child Welfare Consultant used the Flandreau report to help his field staff see the need for more selective placement of children, particularly when off-reservation boarding schools were under consideration. Sending children and youth hundreds of miles from home may well create or compound rather than solve social, emotional, educational, and cultural problems. The development of comprehensive psychological services at these schools, in the absence of adequate services at home, tends to encourage poorly planned referrals on the rationale that the student will be diagnosed and treated after he gets there. The situation demands imaginative and cooperative child health, welfare, and education programing at the local level. Fragmentation of effort is rampant and the power structure is well established. Still, if more effort were concentrated there, the Division of Education might receive the help it needs to focus on a role for the boarding schools with more obtainable objectives and programs to meet them. If it is not, they must surely continue their muddled existence.

JOHN BJORK.

B. TRIP REPORT, PIERRE INDIAN SCHOOL, DECEMBER 10, 11, 1968

(1) *Purpose*

To participate with team sent by Senate Subcommittee on Indian Education to study boarding schools at Pierre and Flandreau.

(2) *Contacts*

Dean A. Honetschlager, Program Coordinator; Francis Hamilton, Communications Director; Peter Petrefeso, Program Associate; Rosemary Christenson, Research Associate—all of Upper Midwest Regional Educational Laboratory, Minneapolis. Thomas N. Tureen, Citizens Advocate Center, Washington; James Vance, Principal, Roberta Cahill, Social Worker, Pierre School; Adeline Grandle, PHS School Nurse.

Gabe Williams, Reservation Principal; Rose Gerber and Lloyd Kral of the Education Division of the BIA Aberdeen Area Office; John Madigan, Director, State Commission of Mental Health and Mental Retardation; Robert E. Roselius, Supervisor, Pierre District Office, State Division of Child Welfare; Rev. Edwin L. Bersagel, Pierre Lutheran Memorial Church.

(3) *Discussion*

I arrived during the morning and went directly to the school where I attended two meetings Mr. Vance had called related to the holiday plans for the children. UMREL staff and Mr. Tureen also arrived during the morning and reported to Mr. Edzards, Reservation Superintendent. We all met at the school following lunch. Mr. Honetschlager briefed Mr. Vance and key staff and gave me an outline the group had received from Mr. Adrian Parmeter, chief staff person for the subcommittee. I had been assigned, tentatively, to study psychological/emotional aspects of students, along with Mr. Honetschlager; and I also agreed to share responsibility for that part of the outline concerned with "factors outside the school"—local community and reservations. The division of responsibility was not rigid, however, and I thought the staff worked together quite well to cover the variety of topics suggested in the time that was available.

Having some familiarity with the general program of the school, I focused on interviews each day with the social worker at the school. I had known Mrs. Cahill when she was a student at Flandreau, but I had not met her since she had begun working at Pierre School. She was a title I worker during the last half of the past school year, was employed during the summer, had been recently hired as a regular employee. Although she has no formal education in social work, Mrs. Cahill had been employed by the South Dakota Division of Child Welfare, and she has brought to her new job concern for doing something about the legal status of the students. She is also concerned about their social-psychological well-being and has begun to plan in this area and to assume some responsibility.

We discussed admission procedures and the referral of disturbed children. Application forms were not available for 20 students at the start of school, but through correspondence with the agencies, all but eight of these have been secured. Medical information may accompany the application, be sent directly to the nurse, or not arrive at all. The school must often ask for immunization records. Mrs. Cahill stated that physical examinations are done within a week if required and that there is little duplication of these. Students from Pierre and Standing Rock often require physicals. She recalls having seen only one psychiatric work-up from North Dakota and this was done at the State hospital. Evaluations done at Pierre are on file and one Nebraska child had had an evaluation while in the Nebraska training school. Apparently confidential folders are kept for some of the students. The academic record of a child generally accompanies him without too much difficulty; the system fails, however, if the child moves frequently. Social summaries continue to be brief and outdated in many instances, particularly for students from Rosebud and Standing Rock. Mrs. Cahill secures needed information by calling the home reservation (though sometimes no one there knows about the child or family), by talking to dorm staff who may have corresponded with the family or by talking to the child. The information is "hit or miss" and she attempts to update the file as information becomes available, e.g., the above, death in family notifications, etc. Some of the children do not have legal guardians. Others have guardians appointed by tribal courts, which are not recognized by the States. The custody of about 33 students was questionable, but through Mrs. Cahill's efforts, all South Dakota children now have guardians, if only tribally appointed ones. North Dakota children are next to receive a similar followup of guardianship status. The school has a few Montana students, only two from Wyoming, and none from Nebraska this year. She cited only two students as not belonging at Pierre: they are failing, truant, and take other children with them, only to abandon them later.

I inquired about evidence of emotional or social disturbance. Mrs. Cahill reported that there had been no attempted suicide. Four girls had had trouble fighting, drinking and running away. Two of these who had run away six times and taken others with them had been sent home. They were from Montana and North Dakota. She suspects there may be glue sniffing, but discounted one incident in which boys had been arrested for stealing airplane glue by stating they were caught before it could be used for sniffing. Economically many of the students have no outside source of support. The Episcopal Church has a "correspondence families" program and some children receive money from their correspondents. Some of the childrden who visited in the Black Hills last summer, under a school sponsored program, have received money from the people with whom they stayed. The school has a student fund which is used for direct aid to students at Christmas and is used to sponsor monthly birthday parties. Local citizens and others contribute to the fund.

Mrs. Cahill said little negative about the local community; in fact, she stated that "we are probably lucky to have what we have." She mentioned two or three Brownie groups, one sponsored by the Pierre Jaycettes. She felt people in town were trying, doing more, and added that the school would prefer more donations of time rather than money. She felt that the younger students benefited more from these activities.

Last year Mrs. Cahill had talked about her services to a class of 24 third graders with an age range of 8 to 11. Following that a group of girls came weekly for a half-hour group session after class. The boys never responded this way but did talk to her individually in the hall or dorm. She has had individual conferences with other students with problems who asked to come or were sent by the teacher. If urgent, i.e., a child crying, these conferences might be held during class hours; otherwise, after school. She also spent one evening (5 to 8) each week in one dormitory when she would see the younger girls in a group session and younger boys individually. This year she plans to continue with her previous group (now 4th graders) and help the nurse with play group activities. She will help the nurse with sex education for 5th grade girls; the 5th grade boys are given instruction by a physician and the coach. The Scott-Forsman supplements (not text) will be used and they may also use the American Medical Association series. The AMA recommended film *Human Growth* is used each year.

There are approximately16 students from Pierre Agency who have received Aid to Dependent Children during the past year. Almost all of the Turtle Mountain children—18—are ADC recipients. Whether children should or could be receiving ADC is not routinely recorded. She is aware of ten children who are known to state divisions of child welfare because of regular contacts which are maintained with the school. Mrs. Cahill reported that the Division of Child Welfare has placed many pre-school Indian children in foster care because of neglect. Last year Pierre District DCW placed six children in foster care from the school, but four had returned. Originally these children either were placed in foster care or boarding school by DCW, or DCW may have been given custody after school placement.

Contacts which students are apt to maintain with other agencies appear meager. Very few relatives visit the school although a nearby tribe arranges to bring its own students home for holiday visits. Some Rosebud parents visit, checking their children out during their stay. A Ft. Belnap tribal group visited last year but had only one student in residence. Ft. Berthold and Turtle Mountain BIA social workers visit regularly, the latter sometimes acompanied by county welfare workers. Mrs. Cahill commented that the Pierre District DCW office had offered to provide group work services at the school; although she agreed this could be worthwhile, she preferred that they pick-up on the students she had referred to them (for guardianship determination). The manner in which she referred me to the supervisor of that office was definitely negative, the implication being that I should be prepared for much pretentious but worthless information. (Both the Supervisor and Mrs. Cahill, a caseworker in the office, are trained workers.)

I talked to Robert Roselius, Supervisor of the Pierre District Office of DCW because he heads a community agency which provides direct service to students at the school. Also present were Ramona O'Connor, a caseworker with Indian ancestry, who has six Pierre students in her caseload and Pia Massa who has two. Another worker, Roger Engker has two to four students in his care. The group appeared to be interested in their work, and they tried to be helpful in the interview. Mr. Roselius stated that they had fewer children placed in boarding schools this year because they had more staff and had worked hard at finding foster homes. Ideally they reserve the use of boarding schools for hard to place teenagers, preferably above the age of 12. He noted that children who have been in boarding schools a number of years may become institutionalized; and he cited his experience with two children who, he feels, did not adjust to foster family care for this reason and returned to a school placement. He stated that his workers provide casework service to children at Pierre School even though they may come from other districts in the state. In a similar way, Pierre children going to Flandreau are referred to the Brookings DCW Office. He volunteered that the state department, for various reasons, is not aware of all of the children assigned to its custody by the courts. He noted that Mrs. Cahill had "found" some of these children lost to DCW records at Pierre School and he suspected there might be even more at Flandreau. He believed that as foster care funds became more available, as was true this year, Pierre School would be used less as a catchall for young children. Mr. Roselius stated that his staff does not give service to students known to other state departments of child welfare. He would accept such referrals, following consultation with BIA welfare staff and Mrs. Cahill, provided he had staff available at the time.

The DCW has about 12 children placed in boarding schools away from the Pierre area: namely in Sante Fe, Chiloco, Haskell, Wahpeton, and Standing Rock. Mission boarding schools are also used. Mr. Roselius believes that problems at boarding schools away from the reservation are both different and more difficult. He describes drop-outs from these schools as "child-motivated" whereas drop-outs on the reservation are "parent-motivated." He says children referred to the Standing Rock school are more apt to remain in school than those referred to the Pierre School.

I asked about their experiences using foster family care for children. Apparently no special effort is made to find Indian foster parents. He reported that they have had good results with mixed parents. In the past about half the caseload had been referred to other areas of the state, particularly in the Aberdeen and Sisseton areas. Apparently more effort is now being made to keep children in their home areas and they have not found this to be a problem. They have tried to use relatives to a great extent, even some who might be classed as poor risks by some casework standards. Mr. Roselius believes they have developed more homes in the Pierre area than in some other areas, Cheyenne River for example.

As for this group's understanding of relationships between Pierre School and the Pierre community, the quick response was a questioning of whether the local citizens knew the school even existed. A more considered judgment was that the school was probably more often a topic of conversation as there was gossip to relate rather than information of a constructive nature to report. Asked what would help, Mr. Roselius replied he did not know what the problem was. One negative factor is that law enforcement officials (municipal and county) are upset by the large number of out of state children who get into difficulty while running away. Another harmful factor is that some of the children of Indian houseparents at the school are among the biggest "problems" in the community. At the same time, these same parents have been fine foster parents.

There is prejudice and denial of it from both Indian and non-Indian. The public high school does not teach a course in Indian culture. The quiet person tends to be ignored. If status is gained, for example, through athletic prowess at the public high school, acceptance is granted. Mrs. O'Connor stated she felt she was accorded acceptance in her role as a child welfare worker. At the Pierre school, the staff finds that children claim them, by name, even though they are not known to DCW. They believe the staff at the school is doing more about getting children out of the school during the summer. Even though many of these recent attempts at summer placement have been unsuccessful, they look forward to increased activity in this area. DCW is considering developing a group foster home. Mr. Roselius believes they have a good relationship with the Pierre BIA welfare branch; however, they find that situations have deteriorated more before referrals are made, in contrast to Rosebud or non-Indian areas. As for psychiatric consultation, the Pierre DCW district office operates under the same handicaps which exist at the school.

In a discussion with John Madigan, Director of the State Commission of Mental Health and Mental Retardation, the idea of *lack* of a relationship was developed. Although a long-time resident of Pierre, Mr. Madigan reported he had never thought of the school in terms of attitudes local people might have toward it. He concluded that neither a positive nor negative attitude existed; rather, the relationship could best be described by the term "apathy." He recalled as a child that the swimming pool was always "dragged" the day after it had been used by the school. He wondered later about the appropriateness of Catholic Pierre Indian School children being bused to early services. His children enjoy the wrestling competition but he questioned why the matches always seemed to be at the school rather than in town, and why the competition was limited to wrestling. (Matches are also held in town.) He thought a series of newspaper articles might be a positive step toward more active relationships between school and town, particularly if related to why the children were there. He asked in a questioning way whether the school served as an orphanage, then went on to state that orphanages had "gone by the board" in South Dakota, except for disturbed children. He hated to think they were all disturbed out there. Probably few people realized that the children were there year around. He thought the food was probably adequate but that the children probably lacked tender-loving-care.

I was referred to Reverend Edwin Bersagel, pastor of a Lutheran Church, because of his interest in the school. Reverend Bersagel stated there had only been one child with a Lutheran background and she had joined the Congregational Church to be with school friends. It became evident that he has thought about the school, however. His immediate response was similar to Mr. Madigan's. The relationship is neither positive nor negative. The school is there and taken for granted. Pierre residents do not do or think much about it. He cited the 42 students attending a local school for practical nurses as being in a comparable situation. Both groups come from the outside and should be treated as guests, made to feel at home; instead, the community is not aware of them, ignoring that there are visitors in their midst. Some of the activities that have been carried out include families taking children into their homes at Christmas, along with community support for gifts, parties, programs. These activities should be expanded to more visiting during the summer, for a week or all summer, for example, to further integration. Reverend Bersagel expressed dislike for the isolation of the students and suggested that if the school were to continue, its role might change to a boarding facility with the children attending public school in Pierre. He did not know how the community would react to the latter idea. In response to my question, he thought relationships might be improved if the community could share the facilities at the school. He thought the gymnasium might be shared. He wondered if youth groups could use the dormitories for retreats during the summer. He had discussed these proposals with the previous principal, who seemed accepting of these, but nothing had been accomplished. He noted, in closing, that Indian children often did not graduate from the Pierre public school system. He suggested inferior clothing, a feeling of "not being in it," and prejudice as possible factors for their seeming lack of success in public schools.

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4. SOME THOUGHTS ON THE FORMATION OF PERSONALITY DISORDER: STUDY OF AN INDIAN BOARDING SCHOOL POPULATION

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Much has been said on all sides as to culpability incurred in the actions of larger groups as they interact with smaller groups and vice versa. Mistakes are made and become historic. Witness thereof is given in the 200-year cycle—of inhumane custody, humane isolation, distant treatment, dehumanizing penury, community concern, humanization—in our chosen field of psychiatry. A series of parallel problems has occurred in the same period, and this paper will attempt to explore some of their complexities.

For the moment let us imagine that several roistering, quarreling brothers traveling from the East chance upon a homestead of great plentitude, but already occupied in part by brothers about whom they were unaware. All are frightened of each other. All have a need for the land. All are disdainful of the rights of others until their own are secured. A fight ensues, but the resources and weapons are different and the strongest wins.

This brother, unlike Cain, has developed a code which stays his hand so that he does not destroy his conquered rivals. Having partially disposed of them, he assumes the prerogative of the head of the family. He makes contracts with these "younger" or subsidiary brothers which he breaks, usually describing such breaches as being in the best interest of the younger brothers. They in turn at first rebel, then grudingly accept. The strongest brother makes plans for the subsidiary brothers and then entices, cajoles, threatens and occasionally forces them to do it his way. That the plans might not be applicable to the younger brothers' way of life only fleetingly enters his mind. Only occasionally will he consult with them prior to instituting change because it causes such a fuss.

Plans are made to educate the younger brothers' children to the "better" way of older brother. But the younger brothers find that by seeming to agree, they are left to themselves with more time to do as they see fit. A contest for the minds of the children ensues in which each is accorded equal time to undo the work of the other—all the while averring that they are acting in accord with previous agreements made to last for as long "as the grass shall grow, the waters flow, and the sun shall shine."

A. "WARRIORS WITHOUT WEAPONS"

In the thirties, Gordon MacGregor and his associates (11) described the setting and conditions of the relatively isolated "warriors without weapons" of the great plains. Our study will begin to describe the composition of the off-reservation Indian boarding school population which has evolved since that time and will suggest trends of development in the mental health of the children so managed.

The background of health services for American Indians is set forth in a comprehensive report by the Public Health Service. Special attention was given to the statement: "Further mental health studies, beyond the scope of this survey, are called for, not only with respect to mental illness as such, but in relation to the problems of intercultural conflict, alcoholism, child delinquency and truancy, and accidents and crimes of violence" (4).

At the request of the Aberdeen area medical officer of the Division of Indian Health, a pilot project was started at the Flandreau Indian Vocational High School in 1957. Material obtained by this small project team (1, 8, 9, 10, 22) served as the basis for a National Institute of Mental Health grant to study intensively and extensively three off-reservation boarding school populations of the northern plains.

The study was designed to serve as a problem-defining effort that would stimulate a variety of alternative efforts in the management and prevention of mental illness. It is necessary to approach the problem of mental illness systematically and with operationally effective definitions. Mental illness is time- and culture-bound. For the purposes of this study mental illness may be said to exist in an individual when that individual repeatedly demonstrates by his behavioral pattern that he cannot solve his problems with his own resources.

The approach we used was to attempt to define and describe disorder from the viewpoint of different disciplines. The clinical research team consisted of a psychiatrist, social work supervisor, social worker, anthropologist, and sociologist based at Flandreau, with field social workers located at Pierre and Wahpeton. A social worker, anthropologist, and four psychologists served as consultants.

The areas of concern of the project team were as follows: The psychiatrist performed individual diagnostic interviews with selected cases. The social workers used individual and group casework techniques and visited the reservations to do selected family interviews. The anthropologist lived in the boys' dormitory for a year gathering data on student-staff interaction and, with the Kluckhohn value orientation scale, studied the student population and staff. The sociologist did classroom teaching and used social-educational devices to study the teachers and the students. The psychologists did testing in the classroom setting using a variety of devices: the Minnesota multiphasic personality inventory, California psychological inventory, Quay-Peterson delinquency scale, time factor examination, student's sentence completion test, semantic-differential examination, and Bower-Lambert screening scale. A great deal of material has been gathered by these workers and this paper will present some of the preliminary findings.

One of the primary aims of the project team was to effect an epidemiological study of mental illness incident in a boarding school population of 1,200 and encompassing the first 12 grades. Selected for this study were two grade schools (grades 1 to 8) located in Pierre and Wahpeton, and a high school (grades 9 to 12) located in Flandreau. Both grade schools have an annual enrollment of approximately 300 each; Flandreau's annual enrollment is approximately 600. This paper will concentrate on the material gathered at the latter school.

The Flandreau school obtains its enrollment from an area generally consisting of the Billings and Aberdeen areas of the Bureau of Indian Affairs. Five States, Montana, Wyoming, North Dakota, South Dakota, and Nebraska, 21 reservations and 18 tribes are represented in the school. Of the aggregate enrollment, approximately 33 percent are freshmen, 30 percent sophomores, 20 percent juniors, and 17 percent seniors.

The facilities of a boarding school are usually looked upon from the standpoint of providing housing and accommodations for the student to live in a location where conventional academic or vocational schooling may be obtained. In this sense, the boarding facilities are secondary to the school or classroom services. The student lives at the boarding school rather than home due to the fact that he is unable to go to such a school in his natural home area.

However, at this school the reverse is the case. Here the boarding facilities are frequently looked upon as a means of removing a student from a socially complicated or disorganized environment to a setting where attention must be given not only to the traditional educational program but to every phase of social development as well.

What follows, then, is an attempt to narratively set forth the mental health problems encountered in a boarding school attempting to effect acculturation and ultimately assimilation of its charges. Certain impressions stand out and can to some degree be validated.

Several standardized objective psychological tests were used to assess the personality characteristics of the Flandreau students and to compare the findings with non-Indian normative groups (12, 14). The testing was done in the regular classroom period of 55 minutes.

Juniors and seniors were administered the Minnesota multiphasic personality inventory. This is mainly a pathology orientation test, with the subscales largely attempting to measure psychiatric diagnostic samples of various categories of disorder. In every case the scores earned by the Flandreau sample are higher than the scores earned by the ninth grade Minnesota (3) normative sample. While there is a difference in the elevation of the profile, the shape of the profile is highly similar. The results indicate that on all of the categories, with the exceptions of hysteria and hyponomania, the Flandreau sample was higher. These students are more pathological. The MMPI also contains neurotic and psychotic triads. Here the difference for the Flandreau sample is the psychotic end of the scale. This does not mean that these persons are literally trending toward a psychotic configuration, but the movement is in the direction of disturbance in adjustment. The t test, an examination of differences of means, indicated an extremely high p value—.001 in eight of the 13 scales for the boys and seven for the girls. Two items for both sexes showed a p value of .01 and three items were not significant.

The California psychological inventory was given to sophomores, juniors and seniors. The CPI attempts to measure traits associated with normal functioning. The same results were evident, but in reverse. The Flandreau sample, in 15 out of 18 items, showed significant differences from Gough's normative high school groups (2). The t test indicated a p value of .001 in 12 of the 18 scales for both sexes. The Flandreau sample was lower on positive traits. The difference is in intensity, although again the profile was highly similar in shape to the normative groups. In effect the results appear to show that these youngsters are trending toward distress.

All four grades were given the Quay-Peterson three factor scale. This test measures the three personality constellations associated with juvenile delinquency. The factorial content of the scales was studied in samples of both institutionalized delinquents and normal adolescents. Only limited norms are as yet available. The scales are: (1) psychopathic delinquency scale to measure attitudes and behavior associated with a tough, amoral, aggressive and impulsive syndrome; (2) neurotic delinquency scale to measure items associated with guilt, depression, concern, but coupled with impulsiveness and poor control; and (3) subcultural delinquency scale to measure attitudes and behaviors associated with the adoption of a pattern of behavior dictated by a delinquent subculture but not accompanied by personality maladjustment. The mean scores of the Flandreau sample indicate they are similar to the neuroticism and psychopathy scores of the institutionalized delinquents. Taken in all, the group psychological testing reaffirms the position that we are dealing with a high-risk population regardless of which parameter is applied.

B. CULTURE AND MENTAL CONFLICT

It is difficult to discern what constitutes abnormal behavior in an abnormal setting. While cultural conflict can be observed, it does not appear to be primary in the causation of mental conflict. Rather, the cultural trappings offer a rationalistic cloak for the basic problems, which are three in number: (1) heightened mobility or "psychosocial nomadism," (2) shifting standards and (3) superficiality of response or the "chameleon response."

Heightened mobility. Our studies show a marked "psychosocial nomadism"—a condition which obtains when the the child is exposed not only to repeated changes in loci but to repeated changes in the constellation of his meaningful persons. Further, each new locus necessitates the formation of relationships different from that of the past. Thus a child in a family which shows heightened mobility for cause, but has no distortion of his relations with his critical loved persons, may be anxious in each new locus but not disorganized to the point of profound reaction in the form of aggression or withdrawal (13).

Heightened mobility must be examined in the light of relationships and the reason for the movement if it is to serve as the indicator of disturbance. There is a marked tendency on the part of disturbed youngsters, or others intervening on their behalf, to take the lines of least resistance. Psychologically, whenever stress occurs, the individual repeatedly backs off and moves to another situation.

We have attempted to trace disturbance and the formation of personality disorder through movement and substantiate this with the student life careers of individuals showing increased maladaptation at the school and on the reservation. The high incidence of mobility has been documented from the medical-social case histories, with special emphasis on examining the manifest and covert reasons for movement.

"Psychosocial nomadism" can be documented in many instances by the everlengthening comet's tail of records of administrative decisions made in an attempt to keep a roof over the head of the child and at the same time provide him an education. As might be expected, records become sketchy with increased movement and the reasons advanced have more to do with administrative regulation than the actual reason for the move.

An illustrative example is that of a girl, now 19 years of age, who was observed by various members of the project team and followed for the duration of the project. Admitting that all the moves could not be logged, such as leaving home and spending days and weeks with relatives, the official log still shows an impressive number of situational changes. In all, there were no less than 30 changes of locus. She has been exposed to the ministrations and competitions of her father and mother, five siblings, seven half-siblings, maternal grandparents, paternal grandparents and serial stepfathers, not to mention her contacts with orphange, boarding school and boarding home staff, teachers and dormitory personnel.

The first move was to grandmother's home at age two with the advent of a sister and parental dissension. The most stable period of her life as far as domicile was concerned was a 3-year period from 1956 to 1959. Two years later, there were six runaway episodes terminating in jail.

She had 19 placements in five different education settings, with return usually necessitating change in adult relationship with both teachers and dormitory staff. Education from the eighth grade through the 10th grade required 5 years and was punctuated by no less than 10 interruptions in schooling, varying from a few weeks to several months.

This girl has been variably diagnosed as acute anxiety reaction, acute and chronic schizophrenia, psychosomatic disorder, depressive reaction and adolescent adjustment reaction.

A 19-year old Indian student was referred to the boarding school school during the summer of 1960. The specific reason for referral is not clear, but a brief summary reports a history of gasoline sniffing, social movements and family ill health. He was placed on the waiting list and accepted for the 1961–62 term.

According to official records, this student's paternity is in doubt: two names are reported in the records and two different names are used by the boy and his mother. There is almost no official social history information available; however, a recent autobiography completes missing links and describes his movements so adequately for our purposes that it will be reported here completely:

> I was born in the year 1946 (on an Indian reservation). I grew up in the home in which both my parents and grandparents lived.
>
> When I reached the age of five I was placed by my parents in the Indian Mission. I lived and went to school from there for four years, at the public school.
>
> When I was nine my brothers, little sister, and parents went along with my grandparents to spend the summer in Minnesota. Everything had gone good all summer when one day my mother and father had an argument. My mother left my dad with my little sister and brothers.
>
> During the last part of October my mother and I left Minnesota and went to Wisconsin. My mother wanted to go up and see her brother, my uncle, who lived in a small town. When we arrived there we found out that he had moved to Milwaukee. So we stayed

> with relatives in the town, where I attended a country school. We stayed there from October until late February then returned back to the reservation.
>
> When we got back (to the reservation) my mother put me back there we found out that he had moved to Milwaukee. So we stayed up at the Mission where I stayed for three more years. When I was in the seventh grade I enrolled myself at the Catholic school where I went to school for a year and a half. After that year and a half I ran away and enrolled back into the public school. During the last six or seven weeks of school I got sick and was in the hospital, in Omaha, for about two months.
>
> That summer was mostly trouble for me. I was in and out of jail. And the county judge had given me break after break. The last time I was placed on probation and said that I would go to Flandreau Indian School for the next four years. Right then I hadn't realized that I flunked the eighth grade and made out an application for Flandreau. I was accepted and was all ready to leave for school when I got into more trouble. I was taken to court and the judge sentenced me until the age of twenty-one at the state Boys' Training School.
>
> I arrived at the training school thirty days after my trial. When I got there I was treated nice by both counselors and boys. For the first thirty days I did nothing, about all I did was peel potatoes along with the rest of the new boys. Then I was transferred out to another company, and then I began school. That's when I found out that I hadn't completed the eighth so I had to do it over again. I was graduated from junior high school the following spring (1961). I was in the training school for eleven months. Then I was paroled, I think, for a year and during that time I was to attend school and Flandreau.
>
> When I was finished with my first year I didn't plan to come back for the rest of the three. But I liked the school and returned every year, now I am a senior.

In January 1963 he was referred to the project when vocational teachers complained of his uncooperative, defiant attitude. During that school year and the next he was seen eight times by a project social worker, once by the psychiatrist.

Teachers considered him secretive, impudent, sullen, restless, quarrelsome, slovenly, cowardly, irresponsible, resentful of criticism and a daydreamer. He was said to be guilty of lying and stealing. Work habits were poor and intellectual curiosity was lacking. He was not interested in or sought out by others. He has maintained a "D" average in most subjects and, although a senior, he will not graduate. Dorm staff have reported occasional incidents of lighter fluid sniffing and, during the summer of 1960, he was hospitalized 2 months for lead poisoning associated with sniffing. Roommates assumed many housekeeping tasks because he refused to do these chores.

The clinic nurse reported his frequent visits for facial acne, injuries from fighting and other minor physical complaints. He bites his nails severely and he was considered to be a stutterer by the Speech and Hearing Clinic. Training school reports indicate that he had similar problems there. He learned to conform, but his personal habits and interpersonal relations improved less noticeably. It was also reported that his parole was delayed until the start of school because his mother was drinking heavily and "having unacceptable relations with many men.

Project staff noted that the student's closest ties have been with maternal family members. He understands the importance of proper behavior, but he has had little opportunity for identification with adequate males. The marked hostility for adult authority and the fact that the boy is a loner were also emphasized. Whenever possible he was interviewed on his own ground, i.e., in the dormitory or on the campus.

Shifting standards.—The second basic problem appears to be confusional cultural values or shifting standards. It is evident that there are distinct variations in the value orientations of the students, their relatives, the teachers, dormitory personnel and the administrative staff. It is not uncommon for the youngsters to be exposed to individuals of the lower three classifications (according to Hollingshead and Redlich [5]) on a daily, even hourly, basis. This necessitates the youngsters' meeting the standards of individuals of varying cultural backgrounds and value systems that are at variance with their own.

The following vignette is illustrative of the confusion of the child as he tries to determine who he is, where he is and what he is doing. Three Sisseton Sioux youngsters, ranging from 10 to 12 years of age, were traveling from the Pierre Boarding School to the reservation located in northeastern South Dakota. This conversation was overheard by the social worker:

> First Child: Did you know Sisseton was a reservation?
> Second Child: Sure, I knew that last year.
> Third Child: Did you know that real Indians live there?
> Second Child: Of course, we're real Indians—we can't be play Indians.

Students and staff at Flandreau were given the Kluckhohn Value Orientation Scale (6, 7, 16, 17). This technique measures the variant value orientations in four dimensions: Relational, man-nature, time and activity. The primary theoretical focus is on acculturation.

In the relational orientation, Kluckhohn sees the adult middle class as dominantly individualistic, preferring this orientation significantly to the collateral and lineal alternatives. In man's relationship to nature or supernature, the dominant American preference is for mastery-over-nature, preferred significantly to subjugation-to-nature and harmony-with-nature. In the time orientation, future is ranked first, present second and past third; all at statistically significant levels. In the preferred mode of action, Americans prefer doing in contrast to being.

A recent study of 52 teachers and 68 social workers, using Kluckhohn's device, yielded data on their value orientations which "coincided almost perfectly on all four orientations with the Kluckhohn analysis of general United States culture" (15).

Flandreau students were tested with this instrument in the regular classroom period. Of the 544 students then enrolled, 92 percent or 503 were tested. Preliminary analysis of the data shows that student value orientations as a whole are as follows. The girls differ significantly from the middle class in two orientations. They prefer the subjugated-to-nature alternative significantly to mastery-over-nature and to harmony-with-nature, as well as preferring over to with significantly. This is a statistically significant one-order reversal from the dominent middle-class preference for mastery-over-nature. The girls also have a significant reversal in the time orientation, preferring present to future and past.

Although the boys have moved away from the girls' position toward the middle class in the man-nature orientation, they have not achieved a statistically significant first-order preference for mastery-over-nature. The boys rank over first, subjugated second and with third. In the time orientation, again the boys seem to be transitional; they do not prefer present statistically to future, although they still prefer present and future to past significantly. Therefore, the boys have a position between that of the girls and the middle class.

In the relational orientation both sexes differ from the middle-class pattern of dominant individualism. The boys and girls both prefer collateral nonsignificantly to individual and prefer both of these to lineal significantly. Neither the boys nor the girls differ from the middle class in the activity orientation: all prefer doing significantly to being.

Thus, both boys and girls differ from middle-class value preferences in the relational, man-nature and time orientations, and the girls are much further from middle-class values than the boys. These differences support the Spindlers' hypotheses (19, 20) on female conservation in cultural change.

Class and tribe are not very powerful discriminating factors in themselves, but when paired with sex do reveal many significant differences. The freshmen girls and the Sioux stand out sharply as less acculturated. There is also evidence that the seniors, particularly boys, are more acculturated. It is reasonable to describe the boys as transitional, not highly acculturated to the middle class, but closer than the girls, whose choices resemble those of the urban lower class as studied by Schneiderman

The staff of the school was also given this instrument and 70 protocols were completed, giving us a 90-percent sample. Staff value orientations coincide almost exactly with those found by both Schneiderman and Kluckhohn. The staff as a whole displays a middle-class pattern of value orientations, with some ambivalence in the second-order preference in the man-nature dimension and in their choice of future over present.

Taking just the 29 teachers, we see they are essentially middle class in their order of preferences, with the same ambivalence as the whole staff showed.

The dormitory staff, a total of 21 persons, differs from the staff as a whole and the teachers in the man-nature dimensions and they show a one-order reversal with subjugation-to-nature nonsignificantly preferred to mastery-over-nature.

Comparing the preferences of the students to those of the staff as a whole and to the choices of the teachers and dormitory staff, we see great differences. The students differ from the staff and teachers in the direction of the lower-class value orientations. The staff as a whole and teachers chose the individualistic, mastery-over-nature and future alternatives as their first-choice preferences, in contrast to the students' first choices of collateral, subjugated-to-nature and present. The dormitory staff has a much weaker commitment to middle-class value orientations than the staff as a whole or the teachers as a group. Although three of the four first-order choices of the dormitory staff are the same as the middle class, only one of these differs significantly from the first choice of the students. The fourth choice, subjugation-to-nature, is the same as that of the students. All four groups prefer doing over being, but the teachers and the staff prefer doing more strongly, according to the statistics.

Kluckhohn postulates that nonsignificant preference indicates that the population is in a state of cultural transition. In light of this view it is extremely useful to have the analyses of variants, which indicate that a statistically significant gap still exists between the students and the staff as a whole and the teachers, and very few significant differences between the dorm staff and the students.

Evidence that value orientations influence one's responses to others has come from many sources—Spindler (18) and others. From the above results, we can predict that biases in cultural transmission occur. Certainly the teacher's class background and values may unconsciously distort his perceptions and expectations of the students.

Walter Taylor says, "All the brilliant teachers and all the most modern methods of teaching are powerless to insure transfer of the most elementary idea, unless the pupil himself places a value upon that idea or upon learning in principle." He feels that "the educator and the educational planner must know the values which are characteristic of the culture and which motivate the pupil" (21). He also feels that the teacher should work through the values of the pupil to make him want to learn.

Superficiality of response.—A "chameleon-like" response results as the youngsters attempt to match their values to the values of the people they face. Superficiality of response is encouraged with acquiescence to the exigencies of the situation only so long as is necessary to get by. Obviously, value systems could not then be deeply held but rather are used for the particular moment. Validation of this point is difficult, but the two following illustrations are advanced to suggest its existence.

A home economics teacher desired to impress upon the girls of her class the necessity for cleanliness. Since they were soon going to have a formal dance she asked each of the girls to pay $2 for the rental of the formals. Those who returned clean formals would receive 50 cents in change; those who returned dirty formals would forfeit the $2. Having second thoughts on this procedure, she had the girls write their answers to the question: "What should be the punishment if a girl returns a soiled gown?"

The answers elicited went like this: (1) She should be made to kneel on the floor for an hour. (2) She should be made to stand with her nose up against the blackboard. (3) She should scrub the floor with a toothbrush.

Another home economics teacher decided to check the same group of girls and asked the same question: "What should be the punishment if. * * *"

The group responses she got ran something like this: (1) You should take the girl aside and talk with her. (2) You should sit down and find out the reason that it happened. (3) You should tell the girl not to do it again.

CONCLUSION

The authors contend that frequency of movement and the necessity to conform to changing standards can only lead on confusion and disorganization of the child's personality. The frequency of the movement further interferes with and discourages the development of lasting relations in which love and concern can permit adequate maturation.

This is approached as though it were an Indian problem. But it begins to appear that these are problems common to individuals who are dependent and/or neglected. It is our contention that "psychosocial nomadism" and shifting value systems result in inward disturbance. These findings are applicable to groups other than the population being studied as the patterns are similar to youngsters of different and deprived cultures.

Thus the dilemma in approaching individuals who have disordered homes and disordered behavior is how to get them to relinquish the dependency that we, ourselves, create in trying to get them well or educated. It is evident that if our findings are substantially correct, there will be serious logistical problems in altering ignorance and poverty.

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E. Haskell Institute, Lawrence, Kansas

1. Report by Edward D. Greenwood, M.D., Senior Consultant, Child Psychiatry, Menninger Foundation

The Menninger Foundation,
Topeka, Kans., March 25, 1969.

Senator Edward M. Kennedy,
Chairman, Senate Subcommittee on Indian Education,
Senate Office Building, Washington, D.C.

Dear Mr. Chairman: Please excuse the delay in responding to your request. I debated as to what to include, and then decided to prepare a condensed statement of things which should be done to improve the program at Haskell. I stayed away from the numerous Indian problems which have been stated by a number of other qualified people.

Very sincerely,

Edward D. Greenwood, M.D.,
Senior Consultant in Child Psychiatry.

A. STATEMENT OF SUGGESTIONS FOR IMPROVING HASKELL PROGRAM

Instead of restating the plight of the American Indian, which has been done by a number of very competent anthropologists, psychiatrists, psychologists, sociologists, educators, ministers and priests, I prefer to make suggestions as to ways to improve the present program at one institution—Haskell.

1. There is a need to improve the intake procedure for students applying for admission. This would include complete records of the student's educational accomplishments and social adjustment in his previous schools. Adequate family history should also be included.

2. A number of students who enter Haskell have a variety of neurotic, antisocial, prepsychotic symptoms. Frequently little or no information is given to Haskell by the referring agency about these problems. Some students have had treatment prior to entering Haskell, but no such information is included in their records.

3. There is a need to upgrade the training of teachers, counselors, and dormitory personnel for work at Haskell. An inservice training for the staff, both Indian and white, should include Indian history and culture, as well as the psychology of normal and abnormal behavior of adolescents.

4. The ratio of counselors to students should be lowered so that more personal counseling will be offered.

5. The Indian Division of the U.S.P.H.S. should reassess the present procedure of sending a physician who is completing his 2 years of obligated service to take full charge of the health services at Haskell. If possible, it would be better to have a career PH physician assigned and have the assistance of a young physician who is com-

pleting his obligated service. I'm aware of the shortage of physicians, but I feel the need here is as great as any other area of the Indian service.

6. Better dialog, cooperation, and coordination between the B.I.A. and Indian Division of U.S. Public Health is badly needed.

These suggestions are offered for students planning to enter Haskell and those who are now at Haskell. Without making changes in the early patterns of child development and education, we will continue to have large numbers of students in postgraduate schools who are unable to make the adjustment, become dropouts, regress to a less adequate way of functioning, or become more involved with student protest against the establishment.

If some of these ideas are implemented, they should be done for a long enough time to evaluate the results. To establish a short-term research project, or a survey, or an evaluation project is not too helpful. What is needed is an intensive, well-designed program which incorporates our present psychological, sociological, and educational knowledge.

There are Indian groups who are considered clannish and reluctant to change. It can be said that some of the bureaucratic structures set up for Indians are just as clannish and reluctant to change.

EDWARD D. GREENWOOD, M.D.

F. Intermountain Indian School, Brigham City, Utah

I. Program Review Report by Dr. Charles N. Zellers, Assistant Commissioner, BIA

A. INTRODUCTION

From November 18–20, 1968, a review team visited Intermountain School, Brigham City, Utah. The team members were Mr. James Freelon, education specialist (school management), who also served as chairman of the group; Mr. Ray Sorenson, assistant chief, division of curriculum; and Mr. Frank Corrigan, assistant chief, division of Pupil personnel services. The area office was unable to send a representative.

Intermountain School is responsible for providing an educational program for approximately 2,100 students. The academic achievement level of the students ranges from 1 up to 12 with the majority of students falling in the 5 through 9 range. The administration at Intermountain School estimates that close to 400 of these students should be involved in special education classes. (At present the facility and staff at Intermountain can accommodate only nine small groups of children who are enrolled in special education classes.)

The administration at Intermountain School is well aware that the large student enrollment and the complex educational problems of the students present a tremendous challenge, and they are attempting desperately to provide a maximum educational program for the students. At best, however, the overtaxed staff and inadequate facility are not able to meet the educational needs of 2,100 students.

B. ADMINISTRATION

For the 1968–69 school year the school was allocated $3,486,373 which was $797,654 short of the $4,284,027 requested as the amount needed to run a minimum program; $102,559 is expected for the recent pay raise and this will reduce the deficit to $695,095. At the area's request the school pared $50,638 from their minimum program and this left a current deficit of $644,457 for a basic program. Personal service costs for the school amount to $3,002,170. Plant management will receive $421,500 for common service costs. These funds were included in the original allocation of $3,486,373. The school received the same fund allocation to the dollar as last year except for the pay increase.

One large administrative problem is caused by the arrival of hundreds of students without records of any kind. This school year there were over 600 such students. The staff has no way of planning the school program until the students arrive on campus. Not only does this create a problem with the opening of school each year, it also causes student morale problems as students cannot be assigned definite classes until testing is completed and transcripts and other records arrive.

There appears to be three reasons for students arriving without records:

1. They simply were not sent by area and local officials.
2. Public schools will not release records because of nonpayment of fees.
3. Some Bureau schools do not respond to request for records.

School leaders felt that the situation could be relieved if the area processed the applications early and sent them to Intermountain for review.

Part of the school's problems stem from the apparent neglect of the area office. The superintendent and principal get some direction from the central office, but they felt leadership and program direction from the area office were negligible. They feel there is a communication breakdown among the school, the area, and the central office and that they suffer as a result. The prevailing opinion is that the school should be under the jurisdiction of the central office. Again we heard the comment, "We do not know what our mission is, are we going to serve as a dumping ground for youngsters the reservation schools do not want, do we operate a vocational high school with some terminal training, or do we operate a comprehensive high school program?" The administrators favor the vocational education approach. In any event they favor an early decision.

C. CURRICULUM

The instructional program at Intermountain School is divided into four distinct areas:

1. Special education program: Staffed to serve approximately 100 students. At present the facility utilized by the special education classes is inadequate. The administration has had plans for sometime to convert a warehouse area into four classrooms and an auditorium to meet the needs of special education students, but as of the date of the review team's visit the area had given no firm indication of support for the implementation of this remodeling program.

2. Ungraded program: This program is designed to meet the educational needs of students who are 15 years of age or under and are academically underachieving. Students in this program are assigned to self-contained classrooms. It should be noted that the classrooms utilized in this program are located in the dormitories and are encroaching on much needed space for student use in a home living situation.

3. Core program: This program is designed to meet the educational needs of students who are over 15 years of age but are underachieving and not academically ready to function in a regular high school program. These students are enrolled in remedial academic courses carrying high school credit and are channeled in the direction of vocational offerings. Students in this program receive 4 years of practical arts with the last 2 years being specialized in the vocational field of the student's choice. Some students in this program who do not meet the academic requirements for graduation from high school are awarded a certificate of attendance after 4 years or more in this program.

4. High school program: This program involves students who are achieving at a level that permits them to function in a regular high school program. The majority of these students are also involved in taking vocational classes during their junior and senior years. The few students who are capable and desirous of taking all academic work rather than vocational courses are permitted to do so.

It should be noted at this time that the two academic buildings that are utilized for the core program and the high school program are most inadequate and outdated to fulfill the necessary needs of an acceptable high school curriculum. These buildings are close to 18 years old and were not designed for the purpose for which they are now being used.

Many people throughout the Bureau of Indian Affairs reflect back to education workshops that were conducted at Intermountain and think that it is the showplace of the Bureau's education system. In reality, this facility was never built to accommodate an educational program, let alone one of such magnitude that it involves 2,100 youngsters. When workshops were conducted, only the best buildings were utilized and educational materials and equipment were in abundance leaving the false impression that Intermountain School was the ultimate as an education facility. A closer look at the total educational facility at Intermountain reveals that it is an overcrowded, underequipped school struggling to do the best job possible under very adverse conditions.

The positive attitude reflected by the administration in striving to meet the needs of the students seems to be the greatest strengh of Intermountain School.

The following observations were made concerning the instructional program at Intermountain School.

1. Special education program: This program represents a positive step being taken to meet the needs of students.

2. Nongraded program:

(*a*) Classes are scattered throughout several dormitories making communication between teachers difficult. Although some of these class areas seem ideal for self-contained classrooms, the space taken from the dormitories and student living areas creates a handicap on the students' home living situation.

(*b*) Addition of study carrels in some of these classrooms and teaching materials purchased with title I funds has helped to upgrade instruction in this area.

(*c*) The remodeling and equipping of three classrooms with title I funds has provided three large and adequate classrooms for this program. This innovation is truly an addition to the instructional program at Intermountain.

(*d*) The remedial reading program utilizing language masters, controlled readers, audex machine and teacher-prepared materials is providing a very adequate remedial reading program for a small number of students in relation to the total need of a remedial program.

(*e*) Two language laboratories are being utilized in the ESL program.

(*f*) Textbooks and supplementary materials in the nongraded program are short in supply and need upgrading.

3. Core program:

(*a*) Textbooks and supplementary teaching materials are in short supply and need updating in most discipline areas of the Core program.

(*b*) Practical arts and vocational classes are in need of supplies and teaching materials. Vocational offerings are quite extensive and provide many offerings for students involved.

(*c*) A driver trainer simulator was purchased with title I funds and has greatly expanded the driver education program to accommodate more students.

(*d*) The library facilities available for students in the Core and high school program are overtaxed and not available to all students.

4. High school program:

(*a*) Textbooks and supplementary materials are very short in supply. Textbooks in social studies discipline are outdated and not available to all students.

(*b*) Classrooms utilized by science discipline are inadequately equipped and furnished.

(*c*) Business education classrooms are overcrowded and cannot accommodate the number of students desiring to take these courses. Teachers in this discipline area are anxious to have course offerings expanded to meet student needs.

(*d*) Mock store arrangement in home economics program is very innovative and provides for actual experience of students involved in this program.

(*e*) Quality foods program does not have provision for boys becoming involved.

(*f*) Equipment utilized in the school kitchen is very obsolete and not functional to support the needs of the feeding program.

5. Fine arts program is very innovative and is meeting the needs of many students in the areas of music, art, and drama. The cultural arts program is operating under a handicap due to lack of communication and cooperation in scheduling of students' free time with the pupil personnel services department.

6. The student council is organized and functioning as the governing unit of the student body. The executive members of the student council are aware of their official responsibilities of conducting student body business and are acting in this capacity.

In summary, the Intermountain instructional program has several innovative features and these attest to the aggressiveness of the school in seeking to meet students' needs. Title I funds have been of great assistance in this regard.

D. PUPIL PERSONNEL SERVICES

The guidance department at Intermountain is organized in the traditional manner. A guidance branch head at the GS-13 level supervises approximately 115 persons—16 teacher counselors, 15 supervisory instructional aides, and 81 instructional aides.

Despite a fairly strong staff, the components we would typically consider a part of pupil personnel services suffer from a degree of fragmentation that could be resolved through a unified program approach. An example which should highlight the discrepancy is the fact that the recreation program in each dormitory after school depends, to a large extent, on the leadership exerted by the supervisory instructional aid. As such, the programs and activities for a single dormitory group will vary with the skill, interest and time of the supervisory instructional aide and his/her staff. This situation is described, not to disparage their efforts but to illustrate the variety of pressures on an already understaffed dormitory team and argue for an augumented student activities program with a full-time director and adequate staff.

In addition, guidance personnel are compelled, under the present organizational arrangement, to function as disciplinarians, supervisors, and counselors. Discussion on this point with the guidance branch head, Mr. Daniel Sahmaunt, was both interesting and provocative. He feels the roles are not inconsistent, using parental love and guidance as an analogy, but was interested in learning more about pupil personnel services devision thinking in this area. He felt his staff possessed those qualities necessary to enable them to function in several capacities. Mr. Sahmaunt was familiar with some of our ideas and programs and expressed keen interest in the guidance meeting he had heard Washington hoped to call. Recognizing that some changes in their organizational setup might be possible, Mr. Sahmaunt looked forward to such consultant help for different ideas and recommendations in this regard.

Placement services equivalent to those supposedly provided by employment assistance are conducted primarily with education funds and staff. Three placement officer-counselors and two clerks function from a separate office under the direct supervision of the Superintendent. In addition to full time placement and training opportunities, this office is responsible for weekend and summer job placement. Some students are transported as far as Ogden for Saturday jobs in homes, etc., while the Air Force base nearby offers other job possibilities. In past years this source (the Air Force base) had been more lucrative than at present in terms of job possibilities for students.

An inquiry of the students' tentative plans are made by the placement staff using the form attached. A leaflet is also attached to illustrate the type of public relations this office does.

According to the staff at Intermountain and the perceptions of the team there is a need for thorough review and assistance in the area of special education. A team consisting of one or two special education representatives and a psychologist should address themselves to identification and screening procedures and remain to aid in the formulation of policies and programs relevant to the students' needs. Attention might also be given to prevocational and vocational planning for potential graduates through resources such as vocational rehabilitation, etc. Facilities represent another significant problem as space is available but will require refurbishing. A general policy determination regarding acceptance of special education students may be necessary as well because of the necessity for more than tacit recognition of the role of Intermountain in serving youngsters requiring special education services.

Although the staff at Intermountain is not adverse to fulfilling any of several special education functions, they do want, and rightfully so, a policy enunciating their specific responsibilities. Concomitantly, the Area and Central Office would have to acknowledge the added burden that programing for exceptional children places on the presently limited staff both from a curriculum and pupil personnel services standpoint. Without adequate resources to effect a quality school program for an average student population, it becomes proportionately more difficult to assume responsibility for a large number of students with special education needs. Of course, much the same statement could be made about other BIA schools, but the matter is made explicit by virtue of the student referrals made to Intermountain from the Navajo area.

E. SCHOOL HEALTH

An excellent relationship appears to exist between Intermountain administrative staff and health personnel of the Indian Health service.

The fact that the IHS offices are located in a wing of the Intermountain complex expedites communications and students referrals. Dr. Leopardi, the medical officer in charge, has a great interest in the school program and meets frequently with Miss Victor and her administrative staff. At present, Dr. Leopardi is developing a design for a model school health program to be implemented at Intermountain and indicates he is receiving the utmost cooperation from the school staff and nearby community resources. He was particularly pleased with the speech and hearing project the university was conducting at Intermountain and the consultative role Dr. Enoch G. Dangerfield was adopting with the instructional aides. For reference, Dr. Dangerfield's address and telephone number are, 1060 East 1st South, Salt Lake City, Utah 84102. Telephone: 801-328-0732. Dr. Dangerfield explained that his initial efforts had focused on the possibilities of individual therapy but he quickly realized that this was less productive for most students than consultation with instructional aides who have daily contact with them. In a few cases he is conducting individual therapy but feels communications, reliance on the medicine man and the like cause the in-service training with instructional aides to be more fruitful.

All representatives of the health services staff seemed to agree with the contention of the school staff that recognition of the special composition of the Intermountain student body with a concomitant increase in pupil personnel services staff at all levels was the single factor which would contribute most to the schools, ultimate success in meeting the needs of these students.

An increased number of instructional aides are needed along with opportunities for career development for this staff. In-service sessions with Dr. Dangerfield have been helpful but should be expanded. Although professional guidance personnel were present at the session that Dr. Dangerfield was conducting when this visit was made, the emphasis was placed on problems the instructional aides were encountering. While this focus is noteworthy and should be continued, it would be helpful if a more complete partnership between professionals and para-professionals could be fostered.

The entire layout of the Intermountain facility, particularly with reference to student living quarters, is less than ideal in terms of student traffic patterns. Frequently, students in moving from classes to their rooms, the dining room or recreational activities are compelled to pass through dormitory areas. This situation seriously curtails the individuals privacy and accentuates a problem of stealing. With so much traffic by living areas it is difficult to supervise these areas carefully and students are forced to place all personal effects under lock and key. Evidence of this fact was the barren appearance of walls and bureaus especially in the boys living areas. One staff member explained that students who made picture frames and similar items in the shops were reluctant to display them at all because of the thefts. Admittedly this is a problem that would be difficult to completely eliminate in a school this large, but door locks and peer pressure might be utilized to reduce the problem. With some resolution of this issue, efforts might then be undertaken to enhance the lived-in appearance of the students' rooms.

There is an urgent need to incorporate a number of special projects into the basic program. At present, several projects with varying funding cycles are helping to keep them solvent.

Two illustrations are:

1. Speech and hearing: Through university and outside contract personnel this project is providing diagnosis and treatment and arranging in cooperation with the Indian Health Service for surgery.

2. School social work: Two teams of graduate social work students under a university supervisor are available for staff and student consultation on a limited basis according to the following schedule.

    (*a*) First year graduate students—20 hours per week in group casework with an approximate caseload of 20.

    (*b*) Second year graduate students—15 hours per week in individual casework with an approximate caseload of 7.

These students have aided in after school and recreational activities in some instances. Their university supervisor is enthusiastic about the potential of the project and is anxious to see Intermountain employ some of the program graduates who would appear to be ideally suited to such a role. Among other things, their training includes visits to homes and with social workers on the Navajo Reservation. The team felt there was need to coordinate and integrate these various services more fully. With improved communications and increased awareness of the potential contribution of the pupil personnel disciplines represented at Intermountain, the students would be the beneficiaries. To fully implement pupil personnel services at Intermountain, all but guidance counselors would have to be added in significant numbers.

A comprehensive testing program is being undertaken at Intermountain on an experimental basis. In addition to reviewing the predictive validity of past tests, this program is intended to seek new avenues for personality and aptitude measurement and should be strongly encouraged.

A psychologist heads this one-man evaluation unit and would be appreciative of any pertinent information or research from other BIA personnel. From discussions with other school personnel, it was apparent that improved communications would enhance this project's value too. Not too many staff members were aware of or consulting with the psychologist.

F. RECOMMENDATIONS

1. The central office should interface with the Navajo area office to bring home the enormity of the problems created when large numbers of students arrive at Intermountain without records of any kind.

2. A decision needs to be made soon about the direction of the school and the type of student it will serve. At present Intermountain School has such a varied student body that it is impossible for the present staff and facility to meet all needs of all students.

3. The services of the area employment assistance officer are needed to work with the junior and senior students in developing plans for vocational training after graduation.

4. The implementation of a prevocational cooking class would provide an opportunity for boys to become involved in the foods and baking program.

5. Communications between the academic and pupil personnel services departments can be improved to better meet the needs of the students.

6. Reduce the student enrollment at Intermountain School to 1,500 students to give relief to an overcrowded facility.

7. Make $25,000 available to Intermountain School for the purchase of necessary textbooks and $3,000 for the administration of an academic achievement test.

8. Consideration should be given to the need for construction of an academic building so the school can schedule classes in the same general area. The present plant, an old Army hospital is not conducive to efficient scheduling and management.

9. There seems to be adequate usage of the placement services, however, it is suggested that placement services as they function at Intermountain would benefit from:

(*a*) Resumption and strengthening of the employment assistance office liaison. Increased involvement by employment assistance officers could relieve the present ad hoc office for part time and summer placement, occupational information discussions and other such activities.

(*b*) Those activities not within the purview of the employment assistance office should be part of the pupil personnel services component.

(*c*) Incorporation of more visual aids, occupational materials and the like in this aspect of the program. With the instructional service center on campus easy access to many current materials should be afforded.

CHARLES N. ZELLERS,
Assistant Commissioner (Education) Bureau of Indian Affairs.

G. Magdalena, BIA Dormitory, Magdalena, New Mexico

1. REPORT BY DR. PATRICK LYNCH, DIRECTOR, EDUCATIONAL SERVICE CENTER, ALBUQUERQUE, N. MEX.

EDUCATIONAL SERVICE CENTER,
Albuquerque, N. Mex., January 29, 1969.

Senator EDWARD M. KENNEDY,
Chairman, Indian Education Subcommittee,
Senate Office Building, Washington, D.C.

DEAR SENATOR KENNEDY: This report was sent to the principal of Magdalena BIA dormitory. We were invited to talk with the staff by the principal in October of 1967. We detected a great amount of anxiety on the part of the staff about the older Indian boys. The staff realized that the disciplinary situation was so severe that older boys were building and expressing great hostility toward the staff. Involved and lengthy stories which ended with a hint of near-sexual assaults were told. It is probable that the woman staff member relating this material was indulging in as much daydreaming as reality.

Restraints existed in the dorm which included the following:

1. Game supplies which were missing pieces or damaged were not replaced, so as to teach the Indian children, in the words of the staff members, what happened when they didn't take care of their property.
2. The piano was locked up in a room and was not used, lest it be damaged.
3. Television was allowed on for 1 to 2 hours a day, only when the students "behaved."
4. One student in the entire dormitory was allowed to display any personal belongings—in this case the student was an artist and was allowed to hang three or four of his works in his room. All other rooms resembled Marine barracks quarters.
5. Students were not allowed to hike or to walk after dinner lest they run away. No hikes, track experiences, or walks were scheduled for Saturdays or Sundays for the same reason.
6. All students, including the 21-year-olds, were to be in bed by 9 p.m.
7. Students were not allowed home on weekends except for very special reasons. Parents were not encouraged to come to the dorm at any time except to take the student home, lest the boy or girl be tempted to leave school.
8. No physical activities or recreation activities were scheduled for any time. No clubs, no student organizations, no trips, nothing to break the monotony of student prison life existed.
9. Staff complaints were excessive about student behavior, which in truth appeared to be very commendable, considering the prisonlike atmosphere. Staff counselors were extremely critical of students.

10. No decorations, at work, rugs, or furniture arrangements were used to make the dormitory seem like something other than the dreariest of jails.

11. For every positive verbal recommendation, a rejection was offered. Parents could not be brought in because they were too irresponsible and too interested in drinking. Students wanted only to run away or break things, etc.

Dr. James Porterfield of the Educational Service Center forwarded this enclosed two-page set of recommendations to the principal of the dormitory in November 1967. We have had no reply from the dormitory people since then.

The articles on the Navajo dormitories appeared in the Albuquerque Journal on December 18 and 31. The articles were staff written by the Gallup Independent News and quoted Dr. Bergman.

Sorry to have been so late with this. If you need anything more, let me know.

Sincerely,

DR. PATRICK D. LYNCH,
Project Director.

Inasmuch as the Magdalena dormitory and its relationship to the Alamo Reservation seems to be a unique situation; and inasmuch as the main reservation roads have been improved; and inasmuch as electricity has recently arrived on the reservation, are resulting in improved living conditions; and inasmuch as the dormitories are within approximately 35 miles of the children's homes, I would like to propose the following policy change for your consideration and approval.

Proposal: I propose that we bus all children home each weekend.

The children would enjoy an early evening meal at 4 p.m. and board the homeward bound busses at approximately 5 p.m. each Friday. The children would board the dormitory bound buses Sunday at approximately 4 p.m. Upon their return to the dormitory a warm bath, clean clothes, good food and a planned evening of fun would await them. The local public school bus contractor would charge approximately ($450.00) Four-hundred-fifty for each weekend of service.

I feel a number of advantages and values would result from such a policy change.

1. *Break the monotony of the seven day week at dormitory.* Going home for the weekend would add variety to the children's lives and I think they would return to school on Monday with renewed interest and purpose, bolstered by parental love and encouragement.

2. *Provide adult education.* One of the greatest sources for growth and change in any culture is the young people going forth and returning home with new ideas, new ways of doing and thinking. Sending the children home each weekend would in effect be a 266 tenticaled educational octopus reaching into the homes on the Alamo reservation. One of the great problems on the reservation is the gap in knowledge and understanding which exists between children and parents. The children being at home on weekends would tend to reduce this gap, while staying in the dormitory can only increase it.

3. *Provide for parental rights.* I think every parent has the right to expect his cultural values to live on through his children. The children being home on weekends would provide this opportunity to the Navajo parent.

4. *Provide for Parental responsibility.* I think it is expected in our society, to be realistic, that every parent has the responsibility for the welfare, growth and development of each child he begets. A seven day week in the dormitory leaves the parent no opportunity to fill, even in a small measure, his parental role. If the Navajo family unit is to find a place in the American way of life and to "walk in dignity," it must realize its family obligations and accept them. The children at home on weekends would help.

5. *More effective use of staff.* If the children were home on weekends a more effective use could be made of the staff during the week. Time off would be taken Friday night, Saturday and Sunday, thus providing for more staff on duty while the children are here. I feel this would make it possible for us to more effectively meet the needs of the children and prevent behavioral problems from developing.

6. *More effective use of funds.* An R.I.F. would be in order for the Food Service Department and probably in guidance personnel. They would also be a saving in food costs. All of this saving would far exceed the cost of transporting the children home each weekend.

7. *Better Roads.* I'm sure the increased use of the main reservation roads by school buses would lead to further improvement, thus leading to general growth and development for all facets of life on the Alamo reservation.

I believe these and other advantages would far out-weigh any disadvantages which might be inherent in a program calling for these children to be bussed home for the weekends. I also believe that two-thirds of the parents would quickly approve this proposal and the remainder would accept it when properly presented and explained.

I respectfully submit this proposal and urge your favorable consideration and approval.

H. Mount Edgecumbe Boarding School and Wrangell Institute, Alaska

1. Report Prepared by Elinor B. Harvey, M.D.

My position has been consulting psychiatrist at Mount Edgecumbe Boarding School, attending there once or twice each month for 2 to 4 days at a time for the past 7 months. My work has included individual and group discussions with the superintendent, principal, supervisory teachers, teachers, dormitory personnel, guidance Department, students, Mount Edgecumbe Hospital personnel, and native people in the community.

The essence of this report is a follows:

1. Mount Edgecumbe Boarding School should be replanned as a demonstration school.

2. For this purpose consultation services and advisory councils in various areas are needed.

3. During my 7 months of work, at the boarding schools, there has been a constant demoralizing effect from "the freeze": desperately required personnel, services, buildings, repairs, are not being provided. School personnel attempt to fill in the gaps but the students are deprived of necessary services.

The following report is an attempt to demonstrate the present situation as well as what the possibilities could be, were the funds and appropriate personnel available.

INSTRUCTIONAL AIDES (DORMITORY PERSONNEL)

This group, mainly native people, is underpaid and understaffed. For the approximately 600 students, 300 male and 300 female, a minimum of two aides per floor at night (11 p.m. to 7 a.m.) is required; three would be far preferable. At present, one aide frequently is alone on duty for the whole dormitory at night; sometimes there are two. Night problems of various kinds are the rule rather than the exception; these consist of nightmares, worries, sleeplessness, occasional bedwetting, and many more. Sometimes discussions of great import to the students are possible only at night.

These people need to be considered on the same level as the teachers, since the training they provide for the students is as educational as the more formal schoolroom work. A higher pay scale plus continual training while working is required. They frequently hold the key to a student's difficulty in learning. This group, already alert and concerned, recently suggested students' meetings to provide an informal forum for the use of the English language plus an outlet for discussions of many kinds.

As the aids develop their skills, receive more pay and feel more on a level with and working more closely with the teachers, they will provide for the students a group of native people with self-respect, who have found a place in the community. Many students may find it possible to identify more closely with these people, thus finding reason, both consciously and unconsciously, for positive educational goals.

B. ADMINISTRATION

A top-level administrator is needed as superintendent, someone with training and experience in motivating staff and students. He must be encouraging, innovating and stimulating in his approach, since students are unprepared by anything in their life experience, not only for education offered but the future that education may bring.

As administrator, he needs also to be prepared for the various forms of aggressive behavior such as suicidal attempts and alcoholism (self-destructive forms of aggression) as well as defiant behavior. He must lead in turning these drives into constructive channels as part of the education process. The present superintendent, in his permanent post for only the past month, may well prove to be such an administrator.

TEACHERS

Workshops are provided for the teachers during the summer months when school is not in attendance, and once during the school year. The latter workshops in January 1969 had very few teachers from Mount Edgecumbe Boarding School and none from Wrangell Institute, since they were needed at school. This is totally inadequate for the stimulation and innovation needed to think through the educational process based on sound psychodynamic and sociologic understanding.

Funds are required to provide educational psychologists for these schools, to be constantly present, in residence, aiding the teachers in their daily approach as well as long-range planning. The type of personnel needed could be attracted were the schools considered "demonstration schools".

We who are concerned with teaching the Indian, Eskimo and Aleut children have still other factors to consider of vast cultural and economic differences between the middle-class Caucasian and this group of Alaskan children. Many are brought up to respect and identify with the men and women of a hunting or fishing culture who have little use for academic education. Others whose culture has suffered under the economic impact of the Caucasian (non-native) have lost respect for their families and their accustomed ways. Many of these families are destitute or have alcoholic parents. The children of these families have little or a faulty source of early identification, which is a prime requisite for ability to learn in any way. A simple example is that of the male student who is raised in an environment where masculinity is equated with the level of success in hunting; in such a community or home, book learning takes second or third place. A student from this background might be patient enough to sit through classes for years because he had been also taught respect and obedience to his elders, but he may never learn much of what is being taught in the classroom.

My background is that of child psychiatry for the past 17 years preceded by 10 years of pediatric practice. The field of child psychiatry of necessity includes consultation with community agencies such as schools, health department, welfare department, department of corrections, and so on, including social and community agencies. From this has emerged my concept of learning as based in the following: (1) the vast majority of children are born physically equipped to learn from their living situation in the home, and academically in the school. (2) they are curious and investigative, using all the senses to satisfy these drives. This takes an aggressive quality in the sense of reaching out or going after materials or situations to answer their questions. Thus (1) and (2) are inherent in most individuals.

As the infant grows into childhood, he perceives the adults and older children in his environment in terms of their self-evaluation or respect for themselves. He perceives "what they do more than what they say". As he observes, he absorbs these attitudes into himself, at first loosely, but gradually fixing them into his personality. If there is considerable self and family derogation, it would naturally be too painful to bear; and unconsciously a child would build up a defense system to protect himself from the pain of those feelings as well as an attempt to keep others from knowing how he feels. This whole process understandably takes a vast quantity of psychic energy, diverting it from the previously mentioned natural drive to be inquisitive and learn from one's own and others' experiences. A concomitantly vitally important result is inability and refusal to trust one's own senses, observations and experiences since the important self-picture obtained from the immediate environment of family carries a very low esteem.

Also, although this is admittedly an oversimplification of the process, the active quality previously described of reaching out to learn about the environment is now turned inward against the despised self, eventually resulting not only in nonlearning but in inability to adjust back to the home environment or any other. Alcoholism, suicidal attempts and other self-destructive devices are logical results of this story of mal-identification.

The picture of poor self-esteem derived from the low status of the individual or village, as part of the totality of the State of Alaska, is the background of most Eskimo, Indian and Aleut children. The major job to be done starts here. The upgrading of the status of the native people in their villages is, of course, not within the scope of this report.

D. INTEGRATION

Much could be expressed on this point. The students cannot be prepared for and cannot understand "the outside world" in an environment separate and distinct from students of other races and separate from the community of Sitka. In my opinion, dormitories at regional high schools may provide a somewhat improved environment, but those who live in the dormitories will still be considered different and will consider themselves different unless the dormitories are integrated.

Although the boarding schools are available for enrollment of nonnative children, this fact seems little known and very few attend. As funds are available for upgrading the schools and providing truly innovative instruction, many more may be attracted. An additional fund is required to provide an educational community job in Sitka and in any area where a regional high school is to be built. This would be a service to the community as well as the schools.

My proposals for improvement include:

1. Inclusion of the available native people as one of the advisory councils, in all planning for the school: financial, educational, living experience, food management, maintenance. This will help raise the self-esteem of the students, so vital to the learning process.

2. Although there is an advisory council from the University of Alaska working on the educational problems of the boarding schools, its effect has not been sufficiently apparent during the working days of the school year. It needs the implementing arm of educational psychologists at the schools constantly, as mentioned above, and other personnel considered necessary by the advisory council as necessary for the ongoing job.

3. Consideration should be given to temporarily dispensing with classes. Students, teachers, native peoples, school doctor and nurse, dormitory and guidance personnel must meet together in small, informal groups for several months in an attempt to decide what is to be taught and how. This, in itself, is an educative and a democratic process. To be encouraged to express ideas in English, and to be sincerely listened to, will promote knowledge of English.

Another feature, as in point 1, is the gain in self-respect of each student so involved, while the teachers will learn how the students react to their teaching; it will give the student a responsibility for aiding in designing his school curriculum and rules for his everyday living while at school.

After the first year of attempting this, a lesser period of time at the beginning of each school year might be sufficient for these planning programs. No time from academic education would be lost since hopefully the time wasted in the classroom by "lack of motivation" might be cut very low.

Such ideas as holding classes outdoors for these children who are accustomed to being outdoors might be of great value in many fields, notably science, art, mathematics, physical education, psychology and philosophy.

4. To truly innovate and guide this process would be needed educational psychologists, social workers, a psychiatrist, and an anthropologist.

5. Because of "the freeze", the social worker in residence is assigned two jobs, the second one being that of personnel director. The latter capacity occupies the major part of his time. In essence then, the school has very little social work service.

The guidance department does not have a chief; the two full-time guidance personnel are involved in vocational guidance to such an extent that counseling is at a minimum from this department.

The need for the social workers and the guidance personnel is self-evident. These people can also help provide a focus for integration of services; at present, each group, whether teachers or dormitory personnel or hospital personnel, feel that they are working essentially alone, unaware of the efforts put forth by the other departments. This in itself is destructive to morale as well as the attempt to provide an integrated (in contrast to fragmented) service to the students. Funds must be provided.

My work as consulting psychiatrist has been hampered by lack of conferences with those who have been involved in such work for much longer periods of time. Notable is Dr. Robert Bergman working in Arizona. Funds have not been available for this purpose.

The plan offered is no panacea for personal and many other problems. It is suggested as (1) a beginning resolution of the students' low self-esteem now defeating the educational attempts: and (2) the opportunity for constant revision as needed.

6. Attention should be paid to the Sitka branch of the Alaska Native Brotherhood's attempt to advise and guide the administration of the school. The families of these people offer a valuable adjunct if integrated as part of a "foster parent" arm of the school. They may also offer the beginning of an entirely different way of planning for the future of those students who must leave home for a high school education. This plan would be a network of supervised native and Caucasian foster homes for all of these students, with attendance at local high schools.

Elinor B. Harvey, M.D.

E. WRANGELL INSTITUTE

Wrangell Institute, a boarding school for Indian, Aleut and Eskimo children 9 to 16 years of age, is located 5 miles from the town of Wrangell in southeast Alaska. Formerly the Institute accepted children from the age of 6 years. They came from villages where no schools were available. Even at 9 years of age, absence from parents for 8 or 9 months of the year can only be traumatic.

The population of Wrangell Institute is over 200 children, at present mainly handicapped in some way, with hearing or visual handicaps, "social referrals" and some who were considered "mentally retarded" prior to admission.

In my opinion, the entire operation is hampered by lack of funds leading to inadequate salaries of dormitory personnel, lack of social services, lack of adequate consultation. The physical plant is too small and geographically inappropriately placed.

The space in the dormitories is not adequate for this many children. No provisions are made for active outdoor play, "misbehavior" is the result for many, with its resultant punishments.

Sixteen teachers are not sufficient for this many handicapped children. There is one special education class with 12 children. Other classes range up to 28. There is no mobility out of the special education class to allow other children the advantage of this type of teaching.

Dormitory staff are inadequate in number and caliber. Salaries are too low to attract men and women to do this tremendous job.

There is no educational psychologist to aid in any teaching innovations, no social worker except for one week per month beginning one month ago. My services as psychiatric consultant have been limited to two visits within this school year with one more planned for April. The Alaska Area Native Health Service of the Indian Health Service of the Public Health Service delineated that for each visit to Wrangell Institute, I must deduct one visit from my program with Mt. Edgecumbe Boarding School, due to the limited sum of money available for this psychiatric program for both schools. My time has been used primarily for staff, individual and group consultation with very limited time for individual student evaluations. The staff has been eager for this type of consultation. There tends to be as much depression and frustration among the staff as with the students because of lack of space, facilities, money and personnel.

Physical examinations, auditory and visual aids, psychological testing, and psychiatric evaluations are necessities at the beginning of each school year.

It is my conclusion that Wrangell Institute should be moved to Anchorage or Fairbanks near a teaching institution where all types of consultation are available, and innovation in teaching methods can be carefully considered and tried. Also, it is my belief that the school should be limited to children of seventh, eighth, and ninth grades, and include children of any race who have educationally handicapping conditions. At this age, it is less traumatic to be away from home, most advantageous to become accustomed to corrective devices and special education. These students will, then, be better equipped to learn in high school. Association with children of all races is vital for improved self-esteem.

Elinor B. Harvey, M.D.

I. Oglala Community School, Pine Ridge, South Dakota

1. EVALUATION OF OGLALA COMMUNITY BOARDING SCHOOL, BY DR. HAROLD KOCH AND DR. BERT SPEECE

CHADRON STATE COLLEGE,
Chadron, Nebr., January 28, 1969.

Senator EDWARD M. KENNEDY,
Chairman, Special Subcommittee on Indian Affairs,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: After a long delay, I am sending to you our evaluation of the Oglala Community School at Pine Ridge, S. Dak. We tried to be honest in our own simple terms.

Our first impression at Pine Ridge was that the staff was not interested in the problems of the students, and we felt they did project this attitude to the students. At the end of our 2 day visit, we were of the opinion that much of this attitude was caused by the actions of the student body.

After February 15, my schedule will allow me time to do a follow up at O.C.S. and to investigate the problem at Alliance. If you have any special instructions, please forward them in the near future.

I am sorry for this great delay, but my schedule would not allow me any free time to complete this report any sooner. It is our hope that this report will be of value to you.

Sincerely yours,

PROF. HAROLD H. KOCH.

A. EVALUATION OF OGLALA COMMUNITY BOARDING SCHOOL, PINE RIDGE, S. DAK.

Visitation dates: December 11–12, 1968.

Visitation team: Dr. Harold H. Koch, chairman, Division of Education and Psychology, Chadron State College, Chadron, Nebr., Dr. Bert Speece, associate professor of psychology, Chadron State College, Chadron, Nebr.

The following data was collected by visiting with administrators, guidance counselors, teachers, and dormitory personnel. In addition, the visiting team solicited reactions from students individually and in a 1 hour closed session. It is our feeling that in order to do a thorough evaluation of the school system, we should have spent at least 5 days at the school. Our schedule would not allow this amount of time, but we do plan to follow up with at least a 1 day visit in January. The results of that visitation will be forwarded to you.

Wherever possible, this report has been written in outline form to make it more feasible for your utilization.

A. The student population:
1. Current enrollment by tribe and state.
2. Enrollment 1968–69:

(1) Elementary grades 1–8	560
(2) Secondary	
(*a*) 9th grade, September	132
Dropped by end of 1st quarter	29
Total	103
(*b*) 10th grade enrollment, September	104
Dropped by end of 1st quarter	21
Total	83
(*c*) 11th grade, September	95
Dropped by end of 1st quarter	14
Total	81
(*d*) 12th grade, September	64
Dropped by end of 1st quarter	6
Total	58
(3) Total enrollment, September:	
(*a*) Elementary	560
(*b*) Secondary	395
Total	955
(4) Total enrollment end of 1st quarter:	
(*a*) Elementary	560
(*b*) Secondary	325
Total	885

(5) Last spring 200 students were pre-enrolled for the ninth grade. Of this number only 132 actually enrolled in September of 1968.

2. Criteria for enrollment on basis for student selection:
   - a. Part played by governmental officials in determining student enrollment:
     1. All students in the county can attend the school. No limitations are placed on enrollment.
     2. Anyone living on the reservation can attend the school.
   - b. Part played by parents, students, and community in determining school enrollment:
     1. Parents can send children to private schools on and off of the reservation. Some of the mission schools, like Holy Rosary Mission, try to recruit the students with above average ability.
     2. Parents do not see the value of an education; therefore, they do not motivate their children.
     3. The environment of homes and the community definitely take away from the incentive of a student to attend school regularly or to enroll at all. When students see their parents and others loafing away each day in the community of Pine Ridge, it has an adverse effect upon their school enrollment.
   - c. Educational history of student (representative sample)

3. Student expectations:
    - a. The majority of the high school students appear to have no clearly defined educational or vocational goals. When asked what they would do after graduation from high school, a good many replied that they would get a job, but were not specific about what kind of a job. Many of the students have the ability to go on to college work as indicated by their standardized test scores. Follow-up studies indicate that few will achieve success in college.
    - b. The boarding school system is about the only way many of the high school aged youth could receive secondary education. Admittance to the boarding school for secondary students is on the basis of (1) poor social conditions in the home or (2) the student has no high school within a reasonable distance from his home. In the case of elementary pupils, the only reason for admittance to boarding school is an undesirable home environment. The main advantage of the boarding school to students is the availability of ample food, a warm clean bed, and adult supervision.
    - c. There is some question as to whether attendance at the O.C.S. changes the pupil's view of his role on the reservation. No statistical evidence is available that there is a change. It is probably true that tribal leaders will be chosen from the better educated members. It is very doubtful that attendance at O.C.S. breaks down tribal loyalty in any way.

B. The Educational Program
- 1. Goals and philosophy of the school
- 2. The school program and curricula
    - a. Academic and/or vocational (how is it organized)
        - 1. A copy of the daily schedule and course offerings for the 1968–1969 school year is included in this report.
        - 2. The curriculum (Supplement 4) is academically oriented—very similar to public schools in the area. (For communications departments do exist, but not to the extent that department heads exist.)

          At the present time, the elementary school has an acting principal who is a regular classroom teacher. She has a teacher's aid to assist her.

          The secondary school has a principal and a director of secondary education. The daily routine of the secondary school is under the direct supervision of the director of secondary education, Mr. Conrad Bickanese.

          Each student enrolled in the school must enroll in courses required by the State of South Dakota. In addition to those requirements, the administration has the following requirements for graduation:
            - a. 4 years of English (1 year can be Journalism, Speech & Drama, etc.)
            - b. 1 year of Mathematics
            - c. 1 year of Science
            - d. 1 year of American History
            - e. 1 year of American Government
            - f. 1 year of World History
            - g. 2 years of Physical Education

            If a student carries four subjects each year the basic requirements would total 11 of the 16 units required for graduation. This leaves very little flexibility in planning programs to meet the needs of individual students.

b. Relevancy and adequacy of program to student needs and expectations. As stated above, the curriculum is basically college preparatory. During the freshman year each student is required to take a course in the practical arts; but, the advance offerings in this area are very limited. During our visitation with students, they expressed a desire for courses which would better prepare them to go directly to employment. The present curriculum has no department which is providing terminal education. Students graduating with a background in business are not ready for employment without further training. An expansion of the business and the practical arts department is needed.

It was very evident that the high dropout rate in the freshman year is caused by academic failures. In the elementary school the program is adjusted to the needs of individual students; but, when they enter the secondary school they must all meet the same standards. This problem could be solved by adjusting the secondary program to meet the needs of all students. This would require an expanded curriculum, more and specifically trained staff members and additional facilities. If this was made possible by the Bureau of Indian Affairs, each student would be able to begin his secondary education at his own academic level.

Another factor in the dropout rate could be the number of required courses. Sometimes, in education, we cause dropouts by requiring courses which have very little meaning to students. Our prime concern should be meeting the needs of individuals rather than satisfying specific course requirements.

In the Oglala Community School, the size of the school causes certain stipulations to be placed on who can enroll for certain courses. Although each student supposedly has some free elective in his high school program, scheduling in some cases has elminiated these electives.

A vital part of any school curriculum is the co-curricular program. At the present time the student body activity program is not extensive enough to allow all students to participate and it does not motivate students to the extent that they want to stay in school. Although many people criticize activity programs, they are one of the best ways for schools to provide opportunities for students to feel individual achievement. The althletic facilities (especially for football and track) are very limited. The program which does exist does not allow enough opportunity for the greater portion of the student body to participate. The recreation program in dormitories and in the school is handicapped by facilities and by available staff. At the present time no music program is available for students in the secondary school.

C. Does program include any courses in Indian culture
  1. Dr. Bryde's Elementary Psychology of Civilization is taught in the 8th grade.
  2. Civics courses include discussions on tribal council, local Indian government and other reservation problems.

3. Qualifications of teaching and academic staff

Supplement 5 covers all phases of this section with the following exceptions: Two teachers listed are not fully qualified. Anthony Broom and Catherine Anderson have not completed student teaching; therefore, they are teaching with emergency certification. In addition, the school does does not have secondary music teachers or a girls' Physical Education Instructor.

3. Accreditation of the school
  a. Ranks as a first class school in South Dakota
  b. The school is not accredited by the North Central Association of Secondary Schools and Colleges. To date the Bureau has not asked for an evaluation by this organization.

C. The Counseling and Guidance Program

1. Counseling and guidance services appear to be adequate in the high school. Students take advantage of the two full time professionals at the secondary level. There appears to be inadequate services at the dormitory and elementary school. At least two full time elementary guidance counselors are needed and the two dormitory counselors are overworked. Although the instructional aids at the dormitories serve a guidance function, they are not professionally prepared.
2. One director of guidance (adequate preparation)
   Two full time counselors for the high school (one male, one female) with adequate preparation.
   Two full time counselors for the dormitories (adequate preparation)
   Twenty instructional aids (no professional preparation and little time for counseling)
3. A healthy attitude exists with regard to psychological services. The faculty and students of O.C.S. seem to hold the guidance program and the mental health clinic in high regard. The administration supports the guidance office.
4. The fact that the bulk of the counseling done at the high school and dormitories is "walk-in" business is a good indication that the guidance program is effective. The high drop-out rate and lack of clearly defined goals on the part of many students indicates that much work remains to be done.
5. The only member of the guidance team who has responsibility in the area of discipline is the guidance director. The students do not appear to have a fear of counselors. A better attitude might develop if counselors of Indian descent could be added, although it was the opinion of the guidance director and others that this was not a big factor. If elementary counselors are added in the future, it is recommended that they have Indian background.
6. The student record keeping system compares favorably with good public schools. A cumulative folder containing pertinent information is maintained on each student. Confidential records are kept in confidence. A sample of one student's record is included in the appendix.
7. a. The ratio of instructional aids to dormitory students *appears* to be about 1 : 25. This, however, is deceiving because the aids must cover a 24 hour day. With 20 instructional aids split into three shifts, more accurate ratio might be 1 : 50 to 1 : 75.
   b. The dormitories have a typical institutional atmosphere. Children sleep in barrack-type rooms which in some cases are overcrowded. Furniture is badly needed. A reduction in enrollment has relieved the problem somewhat this year. Two main problems are evident in the dorms. First, there is an almost complete lack of privacy which is a major cause of dissatisfaction among the older students. Secondly, provisions for study are very poor, particularly in the boys dorm.
   c. The current requirements for instructional aids is that they be high school graduates and have one year experience working with children. Many aids were hired before these rules went into effect. Many of the aids have attended work shops and institutes although there is no in-service training program. All, or almost all, of the aids are of Indian background. The bulk of an aid's time is spent in supervision and helping the youngsters get ready for school, get ready for bed, etc. The term "instructional" aid is really not a true picture of their duties.

- D. Educational performance
  - 1. Academic criteria
    - a. Dropout rates
      - 1. Very low in elementary school
      - 2. Secondary School as follows for first quarter of 1968-1969 school year.
        - a. 9th grade, 22.7%
        - b. 10th grade, 20.2%
        - c. 11th grade, 14.7%
        - d. 12th grade, 9.4%
    - b. Achievement test results
    - c. Grades and Social Promotion
      - 1. In the elementary school a definite effort has been made to group children and adjust the educational programs to their abilities. In visiting with the acting principal, she did not mention low grades as a problem.
        Social promotion is evident in the elementary school because when some of these students graduate from the eighth grade they are not ready for regular ninth grade work.
      - 2. The attached grade report (Supplement 7) is a typical one for many students involved in the secondary school. Excessive absences and lack of desire for an education seem to be the two detrimental factors. As mentioned in the section on curriculum, this school definitely needs a broader curriculum to meet the needs of slow students. Very little evidence of social promotion was evident in the secondary school.
    - d. Attendance
      The average daily attendance of the student enrolled in the secondary school, leaves a lot to be desired. The enclosed grade report is just one example of many which we reviewed. A combination of factors bring this about including: home environment, attitude of parents, attitude of students, curriculum, and attitude of school staff. If the records for past years were checked, in all probability, the same attendance record would prevail. No student can successfully complete school with attendance records such as this.
      To improve the situation, combined efforts must be exerted by the home, school, and Bureau of Indian Affairs.
    - e. English Language proficiency
      (no data collected in this area.)
    - f. Follow-up data
      - 1. The graduates of O.C.S. are not particularly college-oriented. Of the 244 students who were graduated between 1961–1966, only 52 have gone on to college. Of these, the number of boys and girls are about equal.
      - 2. Of the total number who did attend college, less than one-third have graduated. Of course, some may eventually complete a college education at some later date. It is a somewhat early date to assess this success of graduates from 1964 on.
      - 3.-4. Follow-up records with regard to employment and success in employment are sketchy and incomplete. This is not an unusual situation as few high schools can keep tab on all their graduates on a month-to-month basis. It was found that more O.C.S. graduates went on to some form of vocational training than went to college. Here, too, the completion rate was much higher. Thirty-five of the 1961–1966 graduates entered military service.

2. Psychological/emotional criteria
    a. Truency is a major problem for children in grades 1–8. The attitude of parents toward school is probably the main cause. Typically the Sioux has not attached a great deal of importance to *individual* achievement and the lack of job opportunity may be a factor. After a student has completed grade eight, not attending school could hardly be considered truency. South Dakota law states that a youth need not attend school after age 16 or completion of eighth grade, whichever occurs first.

       Arrest rates are high compared to public schools in the midwest; it is impossible to determine the actual arrest rate. School officials are informed of arrests only if school attendance is a requirement of the probationary status.
    b. Drinking appears to be a somewhat bigger problem at O.C.S. than a typical public school. In 1967–68 there were a total of forty suspensions for drinking. This includes several students who were suspended more than once. Boys were suspended almost twice as often as girls.

       School officials are unaware of drug use at O.C.S. There have been no arrests or suspensions for misuse of drugs.
    c. After talking to a number of high school aged youth, it was this evaluator's opinion that a major behavioral problem is the lack of trust in outsiders which is characteristic of the youth at O.C.S. Seldom would they volunteer any information and often a direct question would be avoided.
    d. It is probably true that a student at O.C.S. first of all sees himself as a Sioux. He has learned to place little faith in the white man (see c above) and tends to withdraw when confronted with an unfamiliar situation. He may have great faith in himself when dealing with reservation problems but looses this confidence when placed in a foreign environment. A tremendous cultural difference still exists between the reservation Indian and the world around him. It is easier for the Indian child to live the life of his ancestors than it is to risk breaking with his tribe and family and adopting the achievement-oriented life of the white man. Material gain is not held in particularly high regard by these people.
    e. No data was gathered on specific reasons for expulsion other than drinking. (see 2b above)

E. Factors affecting Educational Performance
1. School-community relationship
    a. Participation of students in community activities:

       The community is too small to offer many opportunities for the students to participate in community activities because they are not available.

       Cooperation between school and community have in the past, provided a scouting program. Local churches do provide some activities for students.
    b. Relationship of school with other educational institutions and employment centers in the area:
        1. The community of Pine Ridge has an elementary school but the relationship between the two schools is on a very limited basis. The students in the secondary school do share some social functions with the Holy Rosary Mission High School. Students from one school are invited to the other for movies or dances.
        2. The students are included in the local NYC program, are provided services by the South Dakota Employment Office and use the Bureau of Indian Affairs Employment Assistance Office.

   c. School participation in local OEO programs:
      Students participate in the following
      1. Head Start programs at the day schools but not at the boarding school
      2. Adult education (especially for dropouts)
      3. Assistance in preparing for the G.E.D. test to obtain the equivalent of a high school diploma (dropouts)
      4. N.Y.C. program
      5. O.E.O. Student Center in the community.
   d. Effect of social controls on students, both on and off campus:
      1. Regulations on campus seem to be adequate to control any social problems which may arise. Problems at dances are caused by outsiders who want to join the dances or parties. A need does exist for law enforcement to keep such individuals away from the school.
      2. The school has very little power to control social behavior off of the campus. Although they try to influence students when they are not under control of the school, the outside influences of the community greatly overshadow the influence of the school.
   e. Part-time employment opportunities in area:
      The only employment available in the area is part-time farm labor and this is very limited. A few students are able to secure employment in the Black Hills during the summer vacation. The same problem exists for the parents of the students.

2. School-Reservation Relationships
   a. How often do students return home during the school year?
      Every weekend if they so desire and during school vacations.
   b. What provisions are made for summer months:
      In the secondary school a 3-week orientation is conducted for 100 students who will be entering the ninth grade in the fall. The B.I.A. provides a trip to Denver, Colorado for the students during the fourth week.
   c. What contacts does school maintain with reservation and parents:
      In past years the school had an attendance officer who tried to work closely with the homes. His services were very valuable to the school and to parents, but his job was eliminated because of the lack of funds.
      At the present, some contacts are made by guidance counselors, but their duties at school will not allow them to satisfy the needs in this area. Therefore, most contacts must be made by mail. Lack of rural delivery slows up the process.
      When a problem does arise, it is usually easy to diagnose, but, the solution is very difficult because of the communication problem with the home. A person should be employed to work closely with parents.
3. Parental involvement with and participation in school operations:
   Opportunities do exist through the following:
   1. Advisory school board
   2. Education Committee of Tribal Council
   3. Education Planning Committee
   4. P.T.A.

   Very few parents exert an effort to become involved or exhibit an interest in the school. Very few parents attend P.T.A. meetings unless some controversial issue has come up.
   During National Education Week of 1967 an open house was conducted in the secondary school for one week. Parents were invited to visit the school and refreshments were prepared for their visitation. During the entire week only one parent visited the school. It is very evident that parents lack an interest in education and this lack of interest carries over to their children.

4. Relevancy of school goals and curriculum to the cultural background, needs and aspirations of the student population.

   This section was covered to more extent when we discussed the curriculum. Probably the school is too college oriented for the student body it is serving. Usually small public schools have this same problem if funds are limited.

   After meeting one hour with a group of junior and senior students, and after talking to individual students in the hallways and on the campus, we are not sure that many of the students know what their aspirations for the future are. The following unsigned comments from students are enclosed for your evaluation (Supplement 8). When we asked an individual what his future plans were, the standard answer was I'm going to acquire a job. When individuals were asked what type of job they wanted, the answer was 'just a job'.
5. Adequacy and availability of text books and teaching materials:

   From our judgment the text books and materials were as adequate or more adequate than in public schools in our area. The biggest problem seemed to stem from the time they were ordered. If the budget for the school is not approved until July, orders must be placed at a very late date. Therefore, text books and materials do not arrive until after the school has begun. This causes a hardship on students and has an effect upon the morale of the staff.
6. Discrimination in the community or within the school:

   During our two day visit we were not aware of any discrimination. Complaints are evident in the students' comments, but we do not judge them to be discrimination.
7. Teachers and school personnel training and attitudes towards the students:

   Very little special training is available for preparing the staff for working with the Indian students. At the present time an inservice workshop is held for this purpose, but the administration feels that it is not extensive enough.

   Although the majority of the staff meet the requirements for a teaching certificate, this does not assure that they are conscious of the problems that Indian students face. In addition, they may not be able to cope with the problems even if they are aware of them. As in all schools, some teachers show more interest in the students and try to assist them; for others, teaching is just a job and the personal needs of a student do not concern them too much.

   It is our opinion that the administration and staff of this school should exhibit more personal interest in the student body. This same problem exists in many public schools throughout our country.
8. Self-image of the student toward his role in the school and in the larger community:

   This was a very difficult area for us to probe. Even behind closed doors we were unable to acquire many comments from students. There seems to be a lack of interest in many students as to their role in the school and in the larger community. It seemed as though the role of an individual was to do as little as possible to exist, but that in the end everything would come out alright. Probably this attitude comes from an influence of the home and community.
9. Health, housing, economic factor affecting student performance:

   Many of the students come from homes which are substandard and the economic conditions are very poor. To some people this is very alarming, but, to the person involved, this is their way of life. Three years ago we toured the new housing development in Pine Ridge and were impressed with the homes that the government was providing at a rental rate adjusted to the income of the families. During our visitation to Pine Ridge this year we again toured the same area, and we were demoralized by the conditions of these homes. Windows were broken, screens removed or full of holes, yards cluttered with junk, and other evidence of improper care. This may be the fault of the administrator of the area, but it shows a lack of self pride and self initiative. Undoubtedly poor housing, lack of food, and poor health do have an influence on the academic performance of the students. Although the dormitory facilities are not ideal, students who board at the school have far better conditions than are available in most homes: especially those out on the reservation.

F. The Physical Plant

1. The physical condition of classroom and dormitory quarters:
    - a. Elementary:

      This building is the best facility on the campus. Although it may be lacking in some areas, it is providing adequately for the elementary children.
    - b. Secondary:

      As a whole, the two buildings used to house secondary classrooms are inadequate. They are older buildings with small classrooms which take away from the educational process. The cost of renovation to meet the needs of an innovative approach to education of students would be prohibitive. Every effort is being made to use the facilities to the maximum of their potential.
    - c. The dormitory facilities leave much to be desired. The older dormitory, utilized by girls, is crowded, privacy is at a minimum, and the entire environment is not conducive to good living conditions. Although the dormitory staff tries to make the facilities as pleasant as possible, they are working against great odds.

      The ventilation and heating of the building is a great problem. On the day of our visit the building was so warm that no student could rest peaceably or study with out a great handicap. Although the boys' dormitory is newer and in better physical condition, the planner of the building must have forgotten the type of environment a student needs. When you place 50 or 60 boys in one large room it leaves a lot to be desired. It was my understanding that the local administration had no influence upon the plan of this building. The suggestions which were given were ignored.

      Throughout the dormitory complex, recreation and study facilities are very limited.
2. Size and adequacy of library:

   The library at the school is centralized in one location for the entire school—kindergarten through twelfth grade. It has 8457 volumes, is well managed and presents a very pleasant atmosphere. The librarian is well qualified and she strives to fulfill the needs of all students.

   The two inadequacies of the library are size and location. It is not large enough to serve adequately the needs of both elementary and secondary students simultaneously. Secondly, the location of the library in the elementary building decreases its utilization by secondary students.
3. Recreational facilities:

   One of the greatest inadequacies on the campus is recreational facilities. Although they do have a small canteen and a gymnasium, these are actually the only recreational areas. Space for recreation in the dormitories is grossly inadequate. There is no track for athletics and the football field does not have lights. Improvements of the recreational facilities would motivate many students to remain in school.
4. Adequacy of Shops and Labs:
    - a. Shops:

      The Industrial Arts shops are probably the most adequate section of the school facilities. Although small in size they are well equipped and serve the present shop program adequately. If the practical arts would be expanded to meet the needs of more upper classmen, the facilities would have to be enlarged to adequately serve the program.
    - b. Home Economics:

      The laboratories in this are are grossly inadequate. The number of stations are too few in number to serve the needs of students enrolled in the classes. In addition, both Home Economics laboratories are too small.
5. General evaluation in terms of students educational, physical and emotional needs:

   This section has been covered in preceding sections of this report.

G. Recommendations:

Throughout this report we have inserted recommendations. It would be redundant to repeat them in this section.

J. Phoenix Boarding School, Phoenix, Arizona

1. Report Prepared by Anthony E. Elitè, M.D., Mental Health Program Officer, PHS, Phoenix, Ariz.

Department of Health, Education, and Welfare,
Public Health Service, Indian Health Area Office,
Phoenix, Ariz., February 23, 1968.

Senator Robert F. Kennedy,
Chairman, Senate Subcommittee on Indian Education,
Senate Office Building,
Washington, D.C.

Dear Mr. Chairman: As you may know, the position of mental health program officer for Phoenix area of the division of Indian health is still in its infancy. I was appointed as the first member of the team in September, following my residency in psychiatry. So, as you might guess, I'm still very much in the process of getting my feet wet with the problems, even though I'm not quite dry behind the ears from my own training. Be that as it may, this is proving to be one of the most challenging experiences of my life.

As of January I have completed my first tour of the 11 service units and reservations and most of the BIA schools covered by the Phoenix area office. After reviewing the mental health situations in these various places, discussing the problems with hospital and field health staff and tribal health officials, I have come to the tentative conclusion that the needs and problems of each unit are quite unique. True, there are certain common themes such as problems related to alcohol and family disintegration, poverty and social deprivation. However, there are reservations where suicide and impulse disorders are far more common than on other reservations. The cultural factors play a major role in mental health programing.

Therefore, I am inclined not to develop an areawide mental health program, but to encourage the development of mental health programing at the reservation level, with technical assistance from an area multidisciplined mental health team.

I am committed to the concept of Indian involvement and I am trying to lay the groundwork at the grass roots level for such a development to emerge. Here is a situation where the Indian needs to guide and advise me as to planning for his own improved mental health. The mental health team can provide the technical assistance and coordination. It is also my belief that there are right now on reservation a handful of sensitive, psychologically minded, insightful Indian people who could be trained in mental health concepts who could be the right arm of a professional mental health team at the grass roots level. They could be taught to recognize early signs of emotional pathology and to make appropriate referrals, to utilize the principle of acute crises intervention in dealing with disturbed individuals and their families, to provide supportive therapy under supervision to appropriate disturbed individuals, to provide leadership or support to community-based programs on alcoholism and family disintegration.

The problems the Indian are facing are immense, as you are well aware. But I have a strong belief in the integrity of Indian people, if we can only take carefully planned steps to encourage their own participation in their own planning for the future.

By July 1968 I hope to add a psychiatric social worker, psychologist, and mental health nurse to the area team and, sometime later, an anthropologist. Also in the area plans is a proposal for Indian mental health workers as I described above. This has not been approved and budgeted at headquarters as yet, but I'm keeping my fingers crossed. If I can't get these positions funded I'll try to get them through other means. I think the tribes may be willing to sponsor such workers on certain reservations, but this would take time and funds which most do not have.

Concerning Indian education, let me say first that there are persons here far more knowledgeable than I am on the subject, since I am really a newcomer to the Public Health Service, and I have requested some of the persons to submit to you their ideas in writing. However, I would like to share some general impressions.

The whole concept of Indian boarding schools and their effect has been a highly controversial issue historically. My colleague, Dr. Bergman in Window Rock, has written a fascinating and, I believe, accurate appraisal of the situation of the Indian boarding school. His report was presented at the Conference of the American Academy of Pediatrics Committee on Indian Health, May 15–16, 1967, in Silver Spring, Md. I don't think I could formulate the problem any better.

The ultimate fate of the boarding school will probably hang in the balance for some years to come. In the meantime the situation existing today is critical. The boarding school can no longer be run under the pretense that one is providing an educational opportunity to the reservation Indian where no other facility exists. It is quite clear we are dealing with a group of Indian children who have been referred from a reservation to a boarding school because of one of a number of social and psychological problems. True, there is a certain percentage of students who are coming to boarding schools primarily because there are no educational secondary schools available on reservation—but this number is diminishing every year. At the Phoenix Indian School alone, for example, out of an enrollment of approximately 1,000 students, over 200 come from broken homes. Five hundred and eighty students are considered academically retarded. There are at least 60 students enrolled where there exists a serious family drinking problem. From September to December of 1967 there were 16 reported cases of serious glue sniffing. The school is often pressured into accepting students with a history of juvenile delinquency and overt emotional disturbance.

With this great change in the profile of the student body there has not been a concomitant change in staffing skilled workers or training existing personnel to cope with these problems.

The situation has reached crisis proportions. In the case of Phoenix Indian School the administration and Public Health Service have joined forces in developing a Mental Health Steering Council of which I am a member. We are currently in the process of setting up the guidelines for an across-the-board re-evaluation of the educational, health and school environment, with positive steps to better meet the needs of the Indian students. There is great need for skilled, sensitive workers, especially in the schools to work with students, as well as professional mental health workers back on the reservation to potentiate the helping people at the community level. Enclosed is the first report of the committee. At present we are working on the mental health in-service education program for the Phoenix Indian School and Public Health Service staff working with students.

The other BIA boarding schools in the Phoenix area have very similar problems. I have submitted a proposal to headquarters for funding of a mental health team at Sherman Institute in Riverside, Calif. I feel they are ready for the team, and there are presently highly qualified individuals in the area available to fill the positions called for on the mental health team. If Public Health Service or BIA cannot fund the team I will try other foundations or agencies as necessary.

I am eagerly looking forward to the Senate Subcommittee report on Indian Education and for their knowledgeable guidance as to future planning in areas of Indian education.

If there are specific issues you or the committee desire to be clarified or expanded, please let me know. If I cannot adequately provide the necessary information I will find the source who does.

Thank you for this opportunity to share some of my early impressions and plans with you.

Most sincerely,

Anthony E. Elite, M.D.,
Mental Health Program Officer.

Enclosures.

Chief, Office of Program Services, January 30, 1963.
Mental Health Program Officer.

Special Project: Mental Health Team for Sherman Institute.

The mental health problems facing the Indian Boarding Schools are obvious Psychological disabilities have been well documented by Paxton IQ studies. Sociological disabilities which include family disruption compounded by boarding school life; language barriers, culture conflicts, and color handicaps are major problem areas barely handled in my meaningful way by the School staff. Educational and vocational disabilities likewise characterize a large portion of the student body.

The results of these problem areas are ineffective education, high dropout rate, behavioral and psychiatric disorders and vocational failures.

Because of Sherman's unique location amid various community and university resources and because of the positive staff and administrative attitudes to explore new avenues and improve their techniques in dealing with these problems, I propose that a mental health team be created to undertake the following tasks:

1. More meaningful evaluation of the students.
2. Treatment when necessary.
3. Referral when necessary.
4. Coordination with referral agencies.

5. Coordination with home environment.
6. In-service training of Bureau of Indian Affairs and Public Health Service school staff.
7. Case conferences.
8. Research and development.

In order to fulfill the functions called for by these tasks, the following members of the mental health team are needed:

1. Consultant psychiatrist, and director, mental health program: (⅖ time) $1,200 per month, 10 months	$12,000
2. Clinical psychologist: full time, salary $1,500 per month—10 months	15,000
3. Psychiatric social worker: full time, salary $1,100 per month—12 months	13,200
4. Administrative secretary (GS 6?): full time, salary: $675 per month	8,100
5. Senior stenographic clerk (GS 4?): full time, salary $575 per month	6,900
Total Salaries	$55,200
Operations: Furniture, approximately 20 to 25 percent of salaries, office supplies	13,800
Total	$69,000

ANTHONY E. ELITE, M.D.

REPORT OF AD HOC JOINT SUBCOMMITTEE ON MENTAL HEALTH

Members: N. Kalajan, Chr., A. Castiglia, K. Calloway, J. Chapman, A. Elite, M.D., B. Friedman, R. Orilla, C. MacMillan.

A series of situations in the Phoenix Indian School indicated a growing Mental Health problem among the students. Concommitant with this, a need for improved joint working relationship between the Phoenix Indian School and Public Health Service was apparent. A letter from James Kilgore, M.D., contract Psychiatrist, indicating some solutions to the problems, stimulated a meeting of representatives of the two agencies on Jan. 22, 1968. The above committee was appointed by Superintendent Wallace with the approval of Dr. Flood, as a result of this meeting.

The Ad Hoc committee met three times,—January 29th, Feb. 5th and Feb. 12th. The meeting discussions centered largely around identifying the mental health problems in the school, categorizing them, and recommending priorities for action.

The committee also felt that an authoritative statement on School Mental Health could provide a frame of reference for all concerned, and may help to give needed direction in this significant effort. The following ideas are suggested as baselines for philosophy:

From "School Health Education" Third Edition, by Delbert Oberteuffer, Ph. D., p. 360.

A. PSYCHOLOGICALLY "HEALTHY" ENVIRONMENT

The emotional health of pupils is affected by every aspect of their school system, including the general philosophy of the school, preparation of the curriculums, selection and appointments of teachers, and procedures related to supervision, discipline, promotion, and grade placement. A child-centered curriculum in which the native interests and needs of learners are guiding factors in determining content is more likely to be productive of well-adjusted children than one in which the content is determined by "college boards" or other extraneous standards. A school in which the students feel at home, as if they were a part of it rather than merely forced to attend classes in the building, one in which there is mutual respect and a friendly attitude between staff and students, has this healthy atmosphere. The system of discipline, of rules and regulations governing student conduct, must be eminently fair and intelligent, and its formation participated in by students, if possible.

From "Mental Health in Schools" prepared jointly by the Assoc. of State and Territorial Health Officers, the Association of State and Territorial Mental Health Authorities, and the Council of Chief State Officers, Washington, D.C. 1966.

"Mental Health practices and procedures should be an integral part of the current school health and educational programs. The school should examine in depth, its internal policies, communications, and personnel practices—and their impact on the mental health aspects of the health and educational programs. Because schools influence mental health either adversely or constructively, it is urgent that they define their role in bringing mental health concepts and services into the health and educational programs. The universality of the school experience, its duration, and its importance to children and youth require that the mental health implications of the school health and educational processes be examined carefully."

IDENTIFICATION OF NEEDS

Appraisal

The need to reappraise the curriculum for students with special problems; to have a more individualized approach, not necessarily with the goal of a diploma, but more in keeping with the students' interests, abilities and potential for growth.

Need to reappraise the dormitory program with regard to objectives, desided outcomes and proposed ways to achieve them.

Need to retool our educational approach, to better meet the needs of the Indian students; to structure new approaches along with existing ones in working with teachers, staff and students to enable the school to do a better job for students.

Need to appraise the total school health program, with particular emphasis on implications for mental health education and services.

Inservice education

Need to help school and PHS staffs to understand the meaning of the difficult situations that arise so that more satisfying action can be taken in regard to them.

Need for all staff to understand the normal growth and development as well as the problems of adolescents.

Need to provide staff with understanding of how the mind works and why, especially with regard to adolescents.

Need to provide staff with understanding of the tribal cultural differences as represented in the student population.

Need for staff to study and understand the relationship of cultural background factors to students' attitudes toward discipline.

Need to explore and understand the specific problems of students, such as drinking, indifference to educational objectives, to school rules, etc.

Staff expansion

Need for full-time school Social Service Worker.

Need for additional academic faculty skilled in special education; the need is indicated by the many factors demanding intensive work with students, such as academic retardation, social problems, etc. In general, measurement of teacher-pupil ration should not be made by the same standards used in regular high school situations.

Need for additional professionally trained counsellors in the Guidance Department.

Need for dormitory personnel as may be indicated by a reappraisal of the dormitory program.

Health services

Need to identify, define and improve health services to students.

Need to improve intra and interagency communications relating to health services.

Need to identify students with emotional problems and refer them to a Mental Health Team for evaluation.

Need to explore a different type of staffing in the school Clinic, for early detection of emotional and psychiatric disturbances.

Miscellaneous

Need for organization of a SCHOOL HEALTH STEERING COUNCIL.

Need for student involvement in health programing and in health problem solving—(possibly indicating the need for formation to a student health committee).

Need to appraise the problems posed by off-reservation Boarding School attendance as they may relate to the mental health of students.

RECOMMENDATIONS FOR PRIORITY ACTION BY THE ADMINISTRATIVE COMMITTEE

In view of the many problems enumerated herein, and recognizing the lack of feasibility of approaching all of them at once, the committee members suggest the following programs for action now: (In order of priority:)

1. Organize a School Health Steering Council.
2. Develop plans for and implement, a Mental Health In-Service Education program for all PIS and PHS staff having to do with students.
3. Employ a full-time School Mental Health Team.
4. Plan and implement a Pilot Program for a select, limited number of students with emotional problems.

K. Seneca Boarding School, Jones Academy, and Eufala (Oklahoma) School

1. Report Prepared by Dr. Leslie Lewis and Dr. Jack Cazzelle (Summarized by Subcommittee Staff)

A. INTRODUCTION

Between June 27, 1966 and June 26, 1967 two faculty members of Southeastern State College, Durrand, Okla., conducted a research and training project for the Office of Juvenile Delinquency and Youth Development of the Department of Health, Education, and Welfare. The investigators, Dr. Leslie Lewis and Dr. Jack Cazzelle, collected their data by video tapes, audio tapes, personal interviews, consultant reports, and discussions and consensus among staff. Their purposes were to (1) identify and describe the kinds of interaction that take place between youth and adults, between the dormitory staff and the teachers, between the teachers and administrators, and to a certain extent, between the school and the nearby communities, (2) to identify the difficulties in interactions that students and professionals encounter and (3) to develop interdisciplinary strategies for improving those interactions. It was hoped that the program would provide an opportunity for change in the functional philosophy of the participating institutions. The information which follows has been taken from their final report to the Department of Health, Education, and Welfare (#66221), "A Training Program to Effect Change in Institutionalized Non-Reservation Indian Youth."

B. THE SCHOOLS

The schools participating in the research and training program were selected by the area office of the Bureau of Indian Affairs as representative of different kinds of boarding school situations in the BIA system. The area office personnel also felt the program would have a chance of success in these schools since they had been judged leaders in many areas and were staffed with personnel who were receptive to new ideas. Seneca is a coeducational BIA boarding school with some 200 students in grades 1 through 8; it is located in the northeast corner of Oklahoma; Jones Academy in east central Oklahoma houses 286 students in grades 1 through 12 who attend public schools. Eufala, located in east central Oklahoma, houses girls only in a BIA dormitory who attend public schools, grades 1–12.

Indian students are enrolled in these three schools primarily because of "parent limitations". These include: lack of a satisfactory home; parents who isolate themselves from the community; parents who drink and are delinquent; parents unprepared for the responsibility of child rearing; and unwed parents who cannot provide a stable living arrangement. Not surprisingly, these situations tend to create severe emotional problems for the children, and the report quotes,

> Many of these youths have been truants in public schools and have exhibited predelinquent behavior that makes a controlled school environment necessary. They have problems with which local school systems cannot cope. They come from problem homes and problem communities and bring their problems with them.
>
> Some of the youth come from homes where English is not spoken or is spoken as a second language. Very few of them come from homes where reading is a normal activity and parents have no real understanding or interest in education. Many children from these kinds of homes have very limited English vocabularies and generally lack ability in written or oral English.
>
> These youth have been referred to as "socially maladjusted" because of social problems in their homes. Many of the anti-social behavior exhibited by these youth is: running away from school, glue sniffing, hostility, drinking, and a defeated attitude that indicates a poor self-image.

How well do the schools cope with the special student body? The following information, taken directly from comments and observations in the final report, suggests that there is much room for improvement.

> In regard to the Seneca school.
>
> There seems to be little or no communication among units or departments regarding planning of activities, or problems concerning the youth. This sometimes results in activities being canceled because of conflicts, or youth being punished more than once for misbehavior, i.e., youth made to stay after school for misbehavior, then later restricted from activities in the dormitories for the same act. This concept of reward and punishment on the campus does not appear to reflect the goals or regulations set forth by the Bureau of Indian Affairs.
>
> The boarding school staff is almost entirely Indian, with the median age in the 40's; many of them have attended boarding schools or have spent all or most of their working lives in boarding schools. Their approach to dealing with youth, whatever it may be, appears to be based on this background.

The report finds that the dormitory staff defines its role as substitute parents but appears to have difficulty in identifying the responsibilities of that role. They are sensitive to public criticism and have a tendency to turn on students when trouble arises. This sensitivity is exhibited in some staff members by their constantly reminding students that they are Indian and that their behavior should be twice as good as anyone else's, and by other staff members who become upset when they feel that a youth's behavior will reflect on the school or Indian people.

The academic staff are certified teachers wth college degrees; some of the other staff are attempting to achieve some post high school education and many have attended guidance workshops sponsored by BIA. Even though varying degrees of training are prevalent among dormitory and academic staff, there appears to be little difference in their attitude toward youth and their approach to dealing with them.

Regarding the adequacy of the educational program at Seneca, the report has this to say:

> . . . The major emphasis for these "socially maladjusted" youth is on academic subjects, and little opportunity is provided for social interaction either in or out of the classroom. One consultant who spent several days at the school described the academic department of the school as being "traditional and limited in structure, curriculum, and teacher attitudes." Translated this means that the academic program is dull and irrelevant. The general assumption of the academic department is that school is for reading, writing, and 'rithmetic, in the narrowest sense of that cliche. Anything that is of genuine interest or relevance to the students is a (possibly pleasant) usually accidental by-product, not in general an integral part of the program.

C. THE TRAINING PROGRAM

The "training program to effect change in institutionalized non-reservation youth" began with a 6-week summer training program for students and professional personnel of the three schools, followed by similar training experiences during the regular academic year in the schools themselves. Dissimilar groups (e.g., youth-adults, dormitory staff-teachers), were brought together for open discussion sessions which, through interaction, would attempt to resolve areas of mutual concern.

More specifically, the goals of the project were: to develop in training personnel the feeling that each student can be accepted as he is and demonstrate that he cares what happens to the child; to help each student see where his present activities are leading him, to arouse in him the desire to set goals for himself, and to encourage him to achieve them; to enable staff members to cope with institutional problems which formerly they would have avoided; to permit institutional personnel to be more flexible in support of students' interacting with the community, and to permit the development of forms of student government.

Twenty Indian students, selected by the administrations of the three schools, were involved in the initial summer program. Ranging in age from 15 to 19 years old, they represented grades nine through 12. Brief profiles on each of the summer participants are included as an appendix to this report. They are based on the project staff's interpretation of the Minnesota Multiphasic Personality Inventory (MMPI) administered to each student, on the Tennessee Self-Concept Scale, also administered by the project staff, on background data available from BIA records and personnel, and on personal contact and video and audio tape recordings during the summer sessions. As a reading of the individual profiles will show, almost all of the students manifest poor self-concept and negative feelings about themselves: many come from homes with excessive parental drinking and more than a few exhibit signs of delinquency or psychopathology. Their profiles give vivid confirmation to the BIA social worker whom the report quotes as saying, "Almost all of the children enrolled showed damage in some way. Their relationship with others is faulty, and their adjustment is one of not finding relationships with any depth."

During the course of the project, the project staff became involved in many of the issues which concerned school personnel and students. One of these was the issue of control. The report states,

> Until the project staff went into the schools, all the rules and regulations were laid out by the school, the adult personnel, and the youth either abided by them or did not abide by them. What the project staff attempted to do was to demonstrate that the people who * * * live in that circle * * * not only can become involved, but need to become involved.

Another issue was that of prohibited student behaviors: drinking, sniffing glue, sniffing alcohol, running away. Through the project, students for the first time were asked to discuss these problems, and to explain why students engaged in these activities, and how they felt about them. Still another issue with which the project staff dealt was that of student feelings of humilitation. "One of the project roles," they report, "was to develop the self-image of the individual to include his heritage." Despite its involvement, however, the project staff reported that it "has not been able to get people to discuss at the conceptual level"; rather, they wanted to resolve things the "easiest, fastest" way.

In general, the reaction of the project staff to their experiences with Bureau students and staff personnel was one of disappointment and frustration, although they do point to progress made in each of the schools, and especially in one of them. Observation they made about the schools' environment and personnel help to account for the failure of the project to produce lasting attitudinal and other changes. These observations are discussed below.

First, a major factor inhibiting the accomplishment of project goals was the practice of punishment observed at the three schools. "Here is", they say, "a very specific and one of the most difficult jobs was to attempt to redirect the school staffs away from punishment." The report observed that it becomes very difficult to motivate youth when they reside in a punitive atmosphere of fear, punishment and repression, and to deal with some of their reactions to it—frustration, humiliation, running away and glue-sniffing. The project staff relates instances of physical punishment, some of a sadistic nature. Some students, for example, told of a staff member who hit them with his fist. Another instance, witnessed by a project staff consultant, was a punishment devised by a teacher in which two students were made to run in place in the classroom, in full view of the other students, one hour for every hour they were out of class. The teacher felt this would deter others from running away. Although the report points out that punishment is not always this harsh, it also says that punishment has a serious debilitating effect on the students and, done even once, becomes a part of the atmosphere of the school. The authors hypothesize that some of the punishment seems to stem from the school staffs' feeling threatened by the students and not knowing how to deal with a social or dysfunctional behavior. But, they say,

> If the goals and objectives of the Youth Development Program and the Bureau goals are going to be implemented on the campuses of the Bureau schools, then the punitive approach used by the school staff to deal with youth must be eliminated and new approaches must be developed through training—approaches which

> will create an atmosphere in which people (youth and adults) can express themselves and relate their feelings and discuss mutual concerns on equal terms regardless of rank or hierarchy. This does not seem possible today.

A second factor preventing success of the project was the intense feeling of isolation on the part of the students. They felt separated and isolated in the school, felt isolated from school personnel, from the community nearby and from the larger society. The report points out:

> If youth are to be able to function when they leave these boarding schools, then they must not be forced to exist in isolating conditions and must have the opportunity to become involved in the community with other youth (Indian or non-Indian) and other adults.

A third factor that the project staff observed was the children's feeling of inferiority, a feeling which leads to an inability to integrate the experiences and events of everyday life. Treated as inferior by adults, children feel inferior and learn to feel they cannot face the difficulties of life without adults. As for adults, they appear reluctant to permit children to probe, to examine, to question. Furthermore, the report observes this:

> Not only are children held consistently from making mistakes, but even the staffs of various schools are helped from making mistakes by their supervisory personnel. For example, supervisory personnel have often said that they have taken people by the hand for many years to get them to function more meaningfully. Today some of these individuals find it extremely difficult to function at the level with which they have been placed . . . This sense of helplessness, this sense of inferiority, is instilled and constantly reinforced in the subtle and direct actions taken by some Bureau personnel.

The three factors described above—punishment, isolation, and inferiority—describe only some of the conditions which proved to be obstacles to change in the three boarding institutions. Another factor was the inability of many staff personnel to adapt to change themselves. The report adds, parenthetically, that "only two people in the area office have been capable of struggling toward keeping commitments in light of stated objectives." It suggests that school staffs might adapt more easily if they were given more control over their working environment.

Although the summer training program fell short of its objectives, its significance should not be discounted. In the words of the report, "This was the first time that youth in the schools had ever become involved in activities of this kind and the first time that school staff members had become involved with them in cooperatively working toward a common goal." Considering the obvious need for better interaction, understanding, and sensitivity among all those who come to live or work at Bureau boarding schools, it is striking that the effort stands in relative isolation.

If constructive change is to be instituted and maintained in Bureau boarding schools, commitment of all participants (including all levels of the BIA), continuous training efforts, and systematic followup procedures will be needed. The investigators do not underestimate the magnitude of the problem. They write, in conclusion:

As far as working with the community, the tribes, the area office, the Bureau of Indian Affairs central office, and even the schools themselves, this project has barely scratched the surface. The problem is so vast and if change is to be perpetuated in the Bureau schools, then the Bureau of Indian Affairs must take a more active role in helping the Indian people to help themselves change the quality of their own lives.

L. Sherman Institute, Riverside, California

1. Special Evaluation and Report on Sherman Institute by Dr. Elwin Svenson, University of California

University of California,
Los Angeles, Calif., November 19, 1968.

Senator Wayne Morse,
Chairman, Special Subcommittee on Indian Education
U.S. Senate, Washington, D.C.

Dear Mr. Chairman: As requested in your letter of October 25, 1968, I made a visit to Sherman Institute in Riverside. Because of the timing of my visit, I was able to entice Mr. Milton Fogelman to accompany me. He is the former Associate Director of Job Corps and has had considerable experience in dealing with educationally disadvantaged young people including the American Indian. You should regard the balance of this letter as well as the enclose report as draft statements since I have not had the full opportunity to reread the statements after their initial preparation. You will note that I have sent copies of the draft report to Mr. Evans.

Let me first say that one should be wary of the 2 day visit to a 66-year old institution which results in a recriminatory and scurrilous report. Such a visit necessarily omits the composite experience of the school, the history of successes and failures, and problems of community relations and the changing staff and population. Rather, casual inquiry often is in the nature of a snap shot and distortions can well be caused by the camera, the photographer or in some cases the angle.

As you are aware Riverside, Calif. is a desert community, historically noted for citrus culture and thus acquiring a generally conservative, prime production oriented population. Local Indian populations have been and are severely discriminated against and are probably at the bottom of the economic ladder along with Mexican-American, Mexican National and Negro field labor. The length of time that the Institute has been in Riverside and its relative isolation from the city of Riverside itself produces the apathetic noninterest of the community in the school. As a result, the staff at Sherman ably reciprocate by providing a counterbalancing noninterest in Riverside. The students rarely go into downtown Riverside and when they do generally find themselves unwelcome in the stores and establishments.

Without attributing to the staff any conscious effort toward this end, a rapid survey of the Institute produces the impression of a rigid, uncompromising, bureaucratic, authoritarian non-innovative feudal barony in which the students are handled or processed rather than educated. No concern was noted by responsible staff that the 75-cents-per day per student for food produced a monotonous diet which completely ignores the fact that the food served is largely inappropriate for this age population. It was noted that only milk (½ pint) or cocoa are ever served with meals and it was with dismay that I observed 20-year old men and women being so served. I deduced that the population or the menu planner must have a religious inhibition against coffee, tea or Kool Ade. However, noting that on Friday meat is never served the religious influence must be composite in nature. Most staff members queried had scant knowledge of what goes on in the dining room. It occurred to me that I had rarely seen a more insensitive attitude or a more uncompromising rigidity. Gladys M. Gardner, identified as an education specialist, prepares the menus in Phoenix area office and directs the acquisition of food based upon those menus to be shipped to Sherman. Apparently no substitution is permitted. Miss Gardner, I was told, has not been to Riverside for some time since she is not well.

The funds provided both as an allocation to Sherman by BIA and title I are apparently a function of availability rather than the result of intelligent budgeting and planning. The staffing pattern authorized is inadequate by any measurement and I was informed that several authorized positions are not filled. The $186,000 available from title I funds is not expected to be available next fiscal year from OE. Instead such funds will be appropriated directly to BIA. If the same inadequate planning is used, Sherman may well not receive even this minimum additional support.

Generally speaking the staff gives the impression of creaky old age. Save for a few notable exceptions an old settler aura hovers over the Institute. This vigorous inaction attitude coupled with, what is apparently an authoritarian regional office in Phoenix, produces a why bother trying attitude. This is particularly noted in matters affecting the students. Much staff interest was in evidence on subjects such as staff pay, travel funds and educational time. Among bureaucracies this is common but I never fail to be surprised by it.

The lack of textbooks is appalling. Exceeding that is the helpless approach taken by staff. Apparently the routine is that once it has been called to the attention of Phoenix—no further efforts are made.

As an example to support the urgent need to introduce new leadership into Indian schools, was a discussion on driver training for students. It was stated that no driver training cars could leave the Institute property because of a technical question of parental responsibility. When it was pointed out to the staff that Job Corps had worked out a method at Camp Parks, Calif., to do off reservation driver training and which apparently overcame whatever legal objections existed at Sherman—I could find no one interested enough in the solution to give the name and address of the responsible person at Camp Parks to talk to. There is a general tone of nonenthusiasm and habitually blowing the trumpet with only one lip.

To summarize, I see it as follows:

1. Inadequate outside evaluation.
2. Inadequate staff (both quantitative and qualitative).
3. Inadequate administrative skill in budgeting, use of surplus property.

4. Inadequate vigor in defending the interests of students.
5. Inadequate admissions criteria.
6. Inadequate feed-back of results.
7. Inadequate funding.
8. Inadequately identified goals.
9. Inadequate vocational training.
10. Inadequate buildings.

Other than that most everything is OK.

Sincerely yours,

ELWIN V. SVENSON,
University of California, Los Angeles.

A. THE EDUCATIONAL PROGRAM

(*1*) *The stated goals and philosophy of the school.*

The philosophy as stated in the Institute information bulletin (attachment No. 1 hereto) says:

> We believe that the program of any school should be designed so as to enable each student to realize his full potential: emotionally, socially, physically, academically and vocationally, in order that he may become a useful member of our ever-changing democratic society. Our school is dedicated to the task of helping each student effectively merge his native culture and his expanding environment.

(*2*) *The relevancy of school program to the needs and aspirations of the population served. Does school program relate to or is it influenced by reservation relationship of many of the students?*

If the basic assumption is accepted that the needs and aspirations of the population served is an academic education leading toward a high school completion certificate, then it follows that the highly structured residential high school environment present at Sherman Institute does indeed accomplish that goal. If relevancy includes the concept that educational experiences should have the goal of providing students with an awareness of the societies in which they will be called upon to function, substantial gaps exist in the current program.

In a physical sense there is a limited relationship to the reservation because the population is largely from Arizona while the school is located in Coastal California. From an educational standpoint there is an overwhelming influence by the long-term composite opinions of tribal councils, tribal educational committees and parents. These groups and individuals purport to identify the needs and aspirations of the students as being an education resulting in a high school diploma in general equating to white schools. The fulfillment of this goal is the apparent thrust of the educational activity at Sherman.

The disquieting factor involved is that a substantial number of the students are assigned to Sherman for sociological reasons (broken homes, inadequate supervision, etc.) rather than to achieve an optimized educational experience.

It would appear that, as a minimum, additional funds should be provided to amplify the staff so that concentrated efforts may be made to cope with the psychological distress of certain of the students as well as being able to provide apprentice level vocational training for those students whose needs and aspirations are not primarily academic.

(3) *Relevancy and adequacy of curricula and textbook materials to student background and needs.*

There are not enough textbooks for each student in a class to have one. This appeared to be the general condition. Examination was cursory but copyright dates of books were 1952–1955 with one being observed 1964. Each staff member interviewed uniformly identified the book shortage as one of the principal problems. Little or no "teacher prepared" material appears to be in use. In view of the book and text shortage and the apparent ages of those books available, no qualitative evaluation was made. The curricula is in compliance with requirements of the State of California. A detailed listing of courses given is shown commencing on page 6 of attachment 1.

It becomes a point of philosophical agreement or disagreement whether the goal of the Institute is correct. Voices could speak ably on both sides of the profitability of providing a standard high school education to all enrolled Indian youth. Accepting the position of BIA that it is a proper goal, the curricula will produce that result.

With respect to the background and needs of the students, as mentioned earlier, there appears to be a broad cross-section ranging from students genuinely interested and motivated to obtain an education through the spectrum to those who are being provided primarily with domiciliary care. There appears to be great ambivalence on the part of staff members. For example: When inquiry was made as to why there was no opportunity for students to receive agricultural, horticultural or animal husbandry training the reply was made that "Indians are not farmers". When asked to estimate the likelihood of academic success (i.e. a college degree or completion of an advanced vocational training program), staff members expressed the opinion that based upon past experience the percentage of successes would be extremely small. Apparently, the belief is that receiving a standard high school education the students can successfully proceed to a vocational training school. Some effort is made to acquaint the students with the "world of work". Drafting, woodworking, metal working are available but they appear to be on a "hobby shop" basis. It was particularly noted that, in accordance with usual high school techniques, great effort is expended on behalf of the winners in the population.

Several staff members identified communication skills (i.e. speaking, listening, reading and writing) as the greatest problem and need of the average incoming student. No initial intensive course work, tutorial effort or staff attention was noted either in the scheduled courses or in the actual activities.

Substantial emphasis on home economics for the girl students and the apparent enthusiasm of the girls for this course work may be a commendatory measurement showing that they consider the homemaking training relevant.

(4) *Student achievement as shown by such indices as dropout rate, truancy, achievement test results. Student achievement compared with national and State norms. Promotion rate and basis for promotion. How many go on to college or junior college?*

The dropout rate calculated on an annual basis is low. Out of 801 enrollments for school year 1968–69, as of October 31, 1968, 18 had dropped out which calculates to .022 percent. (See attachment 4.) These data are somewhat misleading in that there is an initial period during which the student is not considered to be "enrolled". From separate inquiry it was learned that 29 students from California tribes had dropped out during the early days of the school year but are not shown in the formal statistics.

A lengthy document dated December 15, 1967 which purports to be a "followup" of June 1966 and June 1967 graduates (attachment 5) was developed partly by graduating student's statement of intentions of attending adult vocational training schools and partly by a mailed questionnaire. Recognizing the mobility and volatility of all young adult populations it is not inconsistent with non-Indian graduating classes with the prime difference being less college entry and more vocational school entry

Of the 1966 graduating class of 108, six actually enrolled in college according to the data provided.

(5) *Adequacy of student records including adequacy of followup information on graduating students*

Usual high school records are maintained amplified by behavioral records (i.e., beer drinking, etc.). From staff comments as to staff and instructor shortage it could be deduced that little use is made of these data since there is apparently no formal intra-staff data retrieval system.

The followup on graduating students is casual and based largely upon mail questionnaire. While it provides a general trend line, apparently no beneficial information is thus obtained which would contribute to improvement of curricula, counselling or the overall program.

(6) *Teacher qualifications*

The formal requirements for teachers is at a very high standard (see attachment No. 6). The GS grades and salary awarded for a beginning teacher (GS-5—$5,732) or a teacher with graduate study or specialized experience (GS-7—$6,981) superficially appears comparable to the Riverside Unified School District salary scale ($6,420) and ($6,786). This comparability disappears when it is recognized that Riverside School district is for the school year while Sherman salaries are for the calendar year. This difference could ultimately produce staffs at Sherman Institute which fulfill formal requirements but may lack ability to cope with the special student population.

(7) *School accreditation*

The State of California curricula requirements are said to be fulfilled. For reasons which were not made clear formal accreditation does not currently exist. It may be that some environmental requirements have not been met or simply the fact that the use of a complete high school curricula has been recently developed and used. It was not clear as to what plans are in being with respect to seeking State accreditation.

B. STUDENT SELECTION

(1) *Breakdown of current enrollment by tribe and area. How many California students and from where*

(2) *Who makes the decisions regarding placement of students. See enclosure listing "reasons for attending". We would like a breakdown of current students and any comments you can solicit from Sherman re the method and effect of this selection process*

As earlier noted a portion of the Sherman student body is assigned for reservation sociological reasons which have little or nothing to do with education. Cited examples include broken homes, orphans, antisocial behavior, alcoholism of parents, etc. (See attachment No. 7.) These decisions apparently lie with recommendations of reservation social workers, approval by parent or guardian and final approval by reservation administrative authority.

As a result of the school building program on the reservations, particularly the Navajo, unused capacity at these schools became visible commencing in 1966. An apparent policy position by BIA was assumed that reservation schools would be filled as a higher priority than Sherman. Coupled with the condemnation of certain buildings at Sherman, the student body was concurrently reduced from 1,200 to 800.

The final decision as to assignments to Sherman is apparently made at Phoenix area office. This may be pro forma since it appears that all eligible applicants are received at Sherman.

(3) *Basis for selection of California students*

With respect to California Indians I was unsuccessful in eliciting what the specific admissions criteria are. (See attachment No. 2A.) Several staff members commented on the substantial difference in attitude of the California student compared to the Arizona reservation student but apparently these differences have no impact on admission. The differences appear to be the urbanized and somewhat more sophisticated California youth versus the rural characteristics of the Arizonian.

Staff comments indicated that substantial friction exists between Arizona and California students and the dropout rate for Californians is predicted to be much higher.

It would appear that the exposure of Californians to the more permissive State secondary schools makes the structured atmosphere of the institute less attractive.

(4) *Parental involvement in selection of students*

Since the principal actions involving application take place on the reservations, the only apparent participation of parents is in the necessary responsibility signoff as part of the application. No staff member indicated knowledge of parental actions except as an adverse influence to the student remaining at the institute. Examples were cited about parents sending money for transportation to potential dropouts.

It may well be that in numerous nonvisible cases the parents are the principal encouragement to the enrollment of students as well as to their continuation.

C. COUNSELING AND GUIDANCE PROGRAM

1. Policies re counseling.
2. Number of counselors.
3. Counselor qualifications.
4. Effectiveness of program.
5. What assistance is available to students with emotional or psychological problems (see enclosure listing reasons for dismissal 1966–67).

There is a full time director of counseling and a small staff which are assigned counseling duties. However, the entire guidance program is operated only because of title I 89–10 of Federal funding. This includes an arrangement with California State College at Fullerton to provide professional training for Sherman staff as well as graduate students working on a part-time basis.

It appears that the residential counseling program is not staffed to the minimum safety requirement standards established by BIA. This is a potentially dangerous situation. The academic counseling guidance program without title I funds would be virtually non-existence.

It is apparent that even the very well-qualified professional staff of BIA in Washington has not been made available in a meaningful fashion to the staff. For example, the administration and utilization for the California achievement test does not reflect the knowledge of a person like Thomas Hopkins, Division of Curriculum, BIA, Washington. Without the understanding of the basic language problems, the value of administering these tests must necessarily be limited to defining the nature of a special language program that should be developed and instituted. Such a program does not exist except in a most limited and disquised fashion as English I. This will have limited impact in solving the language problems of the students.

D. SCHOOL COMMUNITY RELATIONSHIPS

(1)–(2) Participation of students in community activities

No evidence was found that any participation with community activities occurs with the exception of church attendance and participation in athletic competition to a limited degree. The local library of the city and county is not apparently used by either staff or students and the facilities and personnel of the University of California, Riverside, are involved only in structured programs such as Upward Bound. The impression was gained that if Sherman were more distant from Riverside by 1,000 miles, neither the city nor the institute would not a marked difference.

(3) School participation in local OEO programs

As mentioned, Upward Bound at UCR had a nominal participation from Sherman. In addition, summer 1968 had approximately 100 Sherman youth enrolled in NYC. (Locally developed information is that no Sherman youth will be taken in summer 1969 because the quota for NYC Riverside has been cut.) Apparently the local CAA does not consider Sherman within its purview.

(4) Effect of social controls on students both on and off campus

The effect of social controls on students on and off campus results in minimum incidents and turbulence. The local populations do not relate in any way to the institute. Comment was made that local people rarely visit or concern themselves with the school.

(5) Part-time employment opportunities in Riverside area

The part-time employment opportunities in Riverside area consist in house work for the girls and lawn cutting and helper for the boys. This is usually Saturday work paying between 65 cents to [illegible] per hour. It was described as being approximately 4 hours per Saturday and a typical recent Saturday showed 200 out of a total of 800 having such jobs.

Interview of local resident who has intermittently used part-time help from Sherman showed that he considered them taciturn, uncommunicative and generally unreliable for grass cutting or cleanup work unless closely supervised. When asked whether he will continue using this 65-cent labor, he replied "only if I have to."

E. THE PHYSICAL PLANT

(1) The physical condition of classrooms and dormitory quarters

Because of the condemnation of eight major buildings and the partial replacement of dormitories, the physical condition of each building being used is good but dormitories are being used as administrative offices and basement recreation rooms are being used for classrooms.

Under the present space usage the net effect is inefficient and awkward. As a matter of high priority the balance of the replacement buildings should be built.

(2) Size and adequacy of library

The library is one of the condemned buildings but, as one staff member seriously commented, since hardly anyone uses it, it is being continued in use to store the books. There are about 10,000 books so stored but they represent an accumulation rather than a selection and did not appear to include recent titles.

(3) Recreational facilities

Recreational facilities appear to be outside games since the gym was condemned. There may be an arrangement for the use of nearby church facilities, but specifics on this point were not clearly developed.

(4) Adequacy of shops and labs

The shops and labs are pro-forma. Metal and woodworking machines and tools are limited in scope and are of World War II vintage. By most minimal vocational training standard they are inadequate in size, equipment, and staff.

F. WHAT ARE FUTURE PLANS FOR THE SCHOOL?

On November 7, 1968 entering the fifth month of the fiscal year, the institute budget for fiscal year 1969 is not known. Something on the order of $1 million is available for operational costs. This includes such bizarre items as 75 cents per day per student for food and the operation of a store which makes a profit of $1,400 per month which is then used to buy athletic equipment for the football team.

When questioned about the buildings that are to be built the staff indicated that the subject matter to be taught (i.e. academic vs. vocational) had not been finally decided, therefore, decision on necessary buildings had not been made.

If there are completed plans they are not known to the staff at Sherman.

G. GENERAL OBSERVATIONS

An interview with country education authorities revealed that there is a State of California inhibition against Sherman participating in such needed items as film strips and other enrichment material. This should be investigated to determine how, if it does exist, it can be waived.

The principal omission noted is the lack of outside objective evaluation of dormitory life, vocational training and academic studies. This is exacerbated by "inadequate travel funds" which has limited even the "normal" evaluation done by Phoenix BIA area headquarters.

The personnel practices militate toward a questionable result. Civil service lists are developed in Albuquerque or Phoenix (?) but personnel are not usually interviewed by responsible Sherman supervisors nor do prospective employees see Riverside or Sherman prior to hire. Local applicants are rarely hired because of 6 week to 3 month delay caused by civil service processing. Clearly a local TAPER authority is necessary to be able to utilize local employees without incurring moving costs and to give supervisional personnel the opportunity to have interviews.

No substantial use is being made of readily available surplus materials. No effort has been made to obtain surplus trailers or temporary buildings to accomodate the current emergency situation. Apparently little attempt has been made to obtain updated tools, machinery and vehicles.

2. REPORT ON THE SHERMAN INSTITUTE CONFERENCE, JUNE 1969, PREPARED BY MRS. CLARE J. TABER ON BEHALF OF CONGRESSMAN JOHN V. TUNNEY.

The purpose of the conference was to bring together people concerned with the education of Indian youth.

More specifically, we were to help plan a program to be housed in new buildings being considered for Sherman Institute. These buildings are needed to replace eight main buildings condemned as unsafe according to California earthquake standards. Students, teachers, administrative personnel and staff were asked for their ideas and recommendations. Representatives from the Bureau of Indian Affairs, the State office of education, as well as organizations concerned with Indian education, offered information and suggestions.

It soon became apparent Sherman Institute has been operating under increasingly severe limitations for at least 15 years. The closing of the eight buildings is merely the most recent blow to a program suffering from many restrictive factors.

Most participants agreed the main crippling factor was the lack of necessary financial support. Buildings are desperately needed; so are materials, equipment, teachers, teachers aides and auxiliary staff. According to the Bureau of Indian Affairs about $1,300 per year is allotted per student at Sherman Institute. It should be doubled or tripled to provide the academic and vocational education these young people need! This is especially evident if one considers the special compensatory and remedial education these students require. By comparison, private boarding high schools allow from $2,500 to $3,600 (roughly), per student per year, for operating expenses and serve a more generally homogeneous, better prepared group of students. The disparity is obvious.

As it is now, the majority of students leave Sherman with a tenth grade education and outdated or no job skills; many don't even learn to drive!

Since Sherman is not accredited, students do not graduate with a diploma. They lack many subjects required for college entrance and only a few are well enough prepared to pass college entrance exams.

Second in importance to the lack of funds, is the pervasive, negative attitude on the part of the administration and staff. These are generous, hard-working, dedicated people, operating under frustrating and extreme handicaps. As a natural consequence, many have developed a pessimistic outlook. Admittedly, these are subjective reactions on my part, but I am convinced this outlook of the administration and staff has contributed to a stifling atmosphere and has limited the students' performance.

There is prevalent a prejudgment or expectation that these young people will fail before they even begin. And, it seems, this is sort of a self-fulfilling prophecy, in spite of the fact of a normal distribution of intelligence and capabilities among the students. True, many come from deprived home and school environments, but with remedial help, especially in English and math, supportive and continuing counseling; the majority could succeed.

Sherman Institute could provide Indian young people with a valuable transitional experience; equipping them with academic and vocational skills with which to enter modern society and at the same time, maintaining links with their own cultural heritage. At the present time, Sherman Institute falls far short of this goal.

In light of these urgent problems, I sincerely hope the Bureau of Indian Affairs will consider the following recommendations:

1. The Bureau should restore Sherman Institute to first priority in building allocations so the present congestion can be relieved.
2. Further, the enrollment at Sherman should be cut to about 500 students until the new buildings are completed.
3. The allowance for each student should be doubled for operational purposes.
4. The curriculum should be modernized: revamped to be flexible and provide for individual needs as nearly as possible.

If it is not possible to bring Sherman Institute up to date, both as far as educational program and physical facilities are concerned: it should be closed and alternatives should be considered. One possibility discussed was that of providing boarding residences for Indian students while they attend public school. In this case, however, the students would need remedical, supportive and counseling services to enable their integration and success. Public school districts would therefore need reimbursement for these special services above and beyond that provided for other Federal employees' and servicemen's children.

Probably the most radical solution (and maybe the best), would be to shift the entire Bureau of Indian Affairs from the Department of the Interior to the Office of Health, Education, and Welfare. Obviously, the Department of Interior's primary concerns are not human needs but rather land management, etc.

But, I suppose this kind of basic restructuring would require a monumental effort! The tragedy is that the original people of this land continue to suffer under this archaic system. And it can only get worse as technology speeds up and modern America leaves her first people farther behind!

SUGGESTIONS FROM STUDENTS

GROUP I

1. Provide courses to fit the need of students entering high school (academic).
2. Grouping students according to grades.
3. Have adequate testing of students to put them in proper classes.
4. Reading lab. (Test out for weaknesses.) Something you're interested in.
5. Total program that will fit the need for all students (their major).
6. Teachers understand the Indian background before teaching Indian students.
   (*a*) Maybe visit Reservations.
   (*b*) Take Indian History—pertaining to Indians.
   (*c*) Communicate with Indian people to feel and understand their background.
7. Want teachers who will fit the needs of Indian students.
8. Smaller classes to work with students.
9. Have students take charge of class who are interested in that particular subject, instead of having teacher-aids or someone else who is not interested. (If teacher is ill or out.)
10. Have tutors in dorms.
11. More clubs—something you are really good in, and give you a sense of pride which will make you better or feel better.
12. Student involvement in total operation of school.
   (*a*) Curriculum planning.
   (*b*) School Policy.
   (*c*) Staff evaluation.
13. More intraschool activities. Be involved in community activities.
14. Classes for senior boys on how to live in apartments called "Apartment Living."
15. More subjects that will fit the need of students. Something that you are interested in, instead of placing you into a class that will not help you for future use.

GROUP II

1. Two students to room.
2. Air conditioned classrooms.
3. More Home Ec and Vocational Shops so as to have on-the-job work experience.
4. Indian arts and crafts taught as regular class, maybe in Home Ec.
5. Separate Home Ec building which would house all Home Ec.
6. More projectors and up-to-date film (most BIA films are really old and worn).

7. More vocations so we can learn more about jobs.
8. New gym.
9. New big auditorium.
10. Swimming pool.
11. More materials for Home Ec; that is, fabrics, so all seniors can make prom dresses.
12. Rooms which can be opened up to make large rooms.
13. More teachers for smaller classes.
14. More guidance.
15. Power Sewing Classes.
16. Classes for Senior boys to learn how to live in apartments to be called "Apartment Living."
17. Indian museum.
18. Music room.
19. Large audio-TV rooms.
20. More outdoor recreation facilities like tennis, volley ball, etc.
21. Spanish architecture for the Student Union building.

GROUP III

1. Intercom for reading labs and for classroom purposes; closed circuit TV for teaching purposes and audio-visual aids.
2. Classrooms should be properly equipped with heaters and air-conditioners, new desks and more books.
3. Desks with lift up tops were suggested to be used, then just a regular desk with a rack to put books on during class periods.
4. Suggestions for lockers were also brought up. Would it be better with or without lockers.
5. More better dormitory personnel who will keep personal matters confidential.
6. More better selected dorm aids and staff and night attendants.
7. A counselor to an individual on campus.
8. Have particular counselors for certain individuals.
9. Instructional aids and staff go by strict rules of confidentiality about student affairs.
10. More people be allowed to attend public parks; have a more spreadout boundary line; more time for relaxation.
11. Need new equipment in bakery shop and a new bakery building.
12. Have a Student Union building having a bowling alley, pool tables, swimming pool, and student store—all facilities available for all students.
13. Swimming courses should be taught concerning competitive sports.
14. Expand the dining hall and the student store.
15. Should have better sack lunches, with more fresh food and larger amounts.
16. Have courses in electronics, aerial electronics, printing, auto mechanics, courses in courtesy and respect to treatment of other.
17. New auditorium for the student body—for assemblies, shows, etc.
18. Driver education should be improved; should have a movie training instructions, more area to work in, a more permanent instructor.
19. A new band room and a chorus room.

20. Have a more big and better arts and crafts building.
21. PA system installed in all of our classes.
22. Lights for football field and more bleachers.
23. Gymnasium with fold-up bleachers for more than one practice floor.
24. Tumbling equipment to make a fully equipped gymnasium with a balcony.
25. Should have more students observe our flag in raising and lowering.
26. More teachers.
27. More Indian teachers needed.
28. Votes were taken on types of desks. Decision was a desk with a rack to hold books and an unattached chair and adjustable desk top.
29. Kinds of classes:

English: Native language should be taught, and also foreign languages. More language courses taught starting with English and any foreign languages other than Spanish. Suggestions for foreign language students to organize a club where they can speak the foreign language they are learning.

Business: More courses taught in business, as shorthand and business machines.

Home Ec: Boys may benefit from taking Home Ec. Have kitchens available for students who may prefer to prepare their own food.

Hobbies: Rooms provided for students to practice and play musical instruments to their heart's content. Horseback riding. Have a riding and equestrian course and have students take care of the horses.

30. Get more people involved in activities concerning the students at Sherman.
31. Amplifiers, drums, microphones.

M. Stewart Indian School, Stewart, Nevada

1. A REPORT TO THE SENATE SUBCOMMITTEE ON THE STEWART BOARDING SCHOOL, BY DR. GLEN NIMNICHT AND MR. FRANCIS MCKINLEY, AND MR. STEPHEN BAYNE, OF THE FAR WEST LABORATORY FOR EDUCATIONAL RESEARCH AND DEVELOPMENT

On the request of the U.S. Senate's Subcommittee on Indian Education, the Stewart Indian School was visited by Dr. Glen Nimnicht, Mr. Francis McKinley, and Mr. Stephen Bayne, all staff members of the Far West Laboratory for Educational Research and Development. The visit lasted for 2 days, during which time interviews were held with administrators, teachers and students, and observations were made of the physical plan.

Stewart Indian School is located on the outskirts of Carson City, Nev.—on the same grounds as the Nevada Agency of the Bureau of Indian Affairs, and close to the State penal institution. The school has an enrollment of 600 boarding students, and theoretically is in existence to provide them with a standard academic and vocational secondary curriculum. The reality, however, is quite different.

A. STUDENTS

The students at Stewart, first of all, are not standard high school students. Eighty percent of the students, ranging in age between 12 and 20, are social referrals from reservation schools in Arizona and Nevada. This means that these children had problems at home (broken homes, alcoholic parents) or at school (discipline, academic failure) which could not be handled locally. They were, therefore, sent to Stewart. The students themselves say they were sent to Stewart rather than to some other boarding school because it is so isolated that they cannot run away—or go home too frequently.

The remaining 20 percent of the students come from the Hopi and Papago reservations where there is no local high school available.

Within both of these major student groupings, there are some who are at Stewart because it has become a family tradition.

For all of these students, the Stewart experience falls far short of an educational challenge. They perceive the school as an easy place, where they can do far less than was required of them in the reservation schools and still get by nicely. They are resigned to the "fact" that they have limited potential as Indians, and thus accept the school's easy low standards as right for them.

Their basic problem is that they come to Stewart with academic problems requiring intensive remedial work. Instead of this they get a watered-down, "easy" curriculum. The mathematics department provides a good example. The first course for "high school" students teaches addition and subtraction. The second-level course deals with all four basic operations plus fractions. The next course is concerned with proportions for simple algebra, while the top course is finally algebra.

The relationship between the academic problems of the students when they arrive at Stewart, and their academic experience at Stewart is apparent on examination of California achievement test (CAT) scores obtained by Stewart enrollees. Test scores for the present 12th grade class at Stewart show an average achievement in English language skills at the ninth-grade level (9.2 exactly) with a variation from fifth-grade level to 12th-grade level. The latter score was obtained by only one student of the 106 who took the test. Only 12 students of the class of 1967 went on to college or junior college—8 percent of the graduating class.

Total test grades for the CAT given during the school year 1968-69 revealed the following:

Stewart:

Grade	*CAT*
6th	5.2
7th	5.8
8th	7.1
9th	7.0
10th	7.5
11th	8.3
12th	8.4

Thus, the entering sixth graders at Stewart are academically retarded by about 1 year, and the graduating seniors are retarded by well over 3 years. By these criteria, the school has not achieved any remedial function, and, in fact, seems to have exacerbated the difficulties the Indian children had before they arrived at Stewart.

Followup data on Stewart graduates are entirely inadequate, as the school records list only the placement of most graduating seniors. There are no data on the success of Stewart graduates in postgraduate schools, or in employment.

The dropout rate for 1967-68 was 4 percent, or 21 students, of whom seven simply went home and never returned, eight were withdrawn by parents, three were expelled as behavior problems and were ordered back to Arizona by their parole boards after involvement in burglary.

B. STAFF

There are presently 40 teachers at Stewart. One has no degree of any kind. Seven have high school diplomas, 22 have bachelor's degrees, and 10 (25 percent) of the faculty hold master's degrees. One-quarter of the faculty are long-term BIA employees with an average of 22 years of service. The average age of the teachers is 43, and five are over 60.

The principal of Stewart has no authority in the selection of teachers for the school. Instead, he is dependent on an area office selection from a limited service registry. Thus there is no possibility for choosing teachers with special backgrounds for enrichment programs, nor safeguards against incompetents. As an example of what can happen with this arrangement, Stewart now has a teacher who has difficulty speaking or understanding English, and who was never told a thing about Stewart.

Most of the teachers at Stewart are teaching six classes of 30 children each school day. Both the Stewart staff and the investigators feel that under these conditions teachers cannot even begin to deal with the special problems of Indian students.

There are eight people on the Stewart guidance staff, of whom three have master's degrees. Three are over 60, while the rest are under 35. Counseling and guidance functions are thoroughly confused with each other, and all members of the staff advise students as to their best possibilities for future schooling and employment, help settle disputes between students and teachers, and counsel students on personal problems. Psychological assistance to students is limited to discussions with guidance personnel, who hold office "open house" for 2 hours every day, and to a series of films on life problems. The guidance building includes a number of rooms which are available for free creative activities, such as painting, drawing, and wood carving.

The guidance staff complains that the effectiveness of their program is greatly inhibited by the dormitory staff, which is ignorant of the "psychological" approach of the guidance staff toward student problems, and rather insists on strict, punitive discipline.

There are presently 23 dormitory aides at Stewart, giving an aide/student ratio of 1 to 26. The aides have all acquired high school diplomas, and average 42 years old, with three over 60, of whom two are over 70.

C. THE PROGRAM

The academic curriculum, hardly mentioned by the administrators to whom we spoke, and given secondary consideration to the vocational program, has already been described as a watered-down version of the usual high school curriculum.

All vocational programs, except for house and sign painting, are nonterminal. Initially, students are rotated from one vocational specialty to another (drafting, carpentry, welding, sheet metal, and machine shop, electricity and electronics, painting and farmwork for the boys) until the junior year, after which they spend one-half day of each school day in one vocation—either wood shop, metal shop, painting, or farmwork. The boys who do best are encouraged to take painting or carpentry, while the "low" achievers are placed in general farmwork and heavy equipment operation. The girls may choose from only two fields—general and home service (domestic work) or "hospital ward attendant" training, which the girls considered a degrading farce—a euphemism (they say) for more domestic work.

The residential program features the following: "Leisure activity" time for Stewart students is from 6 to 8 p.m., Monday through Saturday. Board games and recreational equipment (ping-pong, etc.) are available in the dormitories during this time.

Extracurricular clubs include band, 4-H, student newspaper, yearbook, athletic teams, and various home economics clubs and activities.

The student council operates a campus store available to each dormitory one night each week. Visits to Carson City are made by bus groups of students each Saturday afternoon for a charge of 40 cents. Dances and parties are scheduled throughout the year.

Students say that their contacts with white people on the trips to Carson City are minimal, and usually nonexistent.

D. IMPRESSIONS AND COMMENTS

In addition to the collection of the above data, we built up a general subjective impression of Stewart Indian School. Stated succinctly, we feel Stewart is a tragedy. Historically an isolated school for problem children, it is now the school to which Indian children from the Southwest are sent as the only alternative to dropping out of education entirely. At Stewart these children are passed from one vocational department to another, never receiving sufficient training to prepare them for jobs, and never receiving the remedial programs necessary to cope with their deficiencies in reading and writing English. They graduate from the school with a high school diploma and a ninth-grade education, and expect to compete with other Indians as well as non-Indians in postgraduate vocational schools and the job market. With them at Stewart are Hopi, Pima, and Papago children who have no secondary school near their reservations, and so are sent to Stewart arbitrarily as one among a number of other Federal boarding schools. They too receive the most minimal of educational experiences.

The teachers at Stewart know their task is hopeless. They accept the "low potential" of their students, and expect to prepare them for the lowest of occupations. They are indifferent, uncreative, and defeated. The guidance staff attempts to ameliorate the school's archaic social rules, but must fight dormitory aides who were educated at Stewart and who believe in and enforce strict discipline and puritanism. The principal believes in trying new approaches and remedial programs, but must work with teachers whom he has not chosen, and a completely inadequate budget. The students must obey rigid social rules characteristic of reform schools, while living under the lie that they are actually receiving a high school education. They have almost no contact with the world outside the barbed-wire boundaries of the campus, and cannot even return to their homes for Christmas. That they remain vibrantly alive human beings at Stewart is neither an excuse for the school's existence nor a negation of the tragedy. They remain children confused and threatened by White America, deprived of an adequate education, and subjected to inhumane rules restricting every aspect of their lives.

One of the major problems at Stewart is that no one seems to have identified the fact that Stewart is a specialized school dealing almost exclusively with problem children who are low achievers. Eighty percent of the students are assigned to Stewart for this reason and yet the school is operated as though this wasn't true.

1. The academic cost per child was between $550 and $600 in the 1967–68 school year and the budget was decreased for 1968–69. A remedial program would cost twice as much.

2. The teachers meet classes of 15 to 30 children five or six periods a day.

3. The teachers are not selected for their special knowledge or skill in dealing with Indian children, or problem children or to do remedial work. They are not even informed about the special problems they will face prior to accepting a position in the school.

4. The myth that the students are obtaining a high school education is maintained. "When a child comes here in the eighth grade but is doing fifth-grade work we can't place him in the fifth grade. The

child and the parents would think something is wrong with the school so we keep them in the grade they are in and promote them each year until they graduate." There was some indication from interviews that the students are not completely misled, but they also seemed to want to believe this myth.

It seems fair to say that until someone gets a grip on reality Stewart will remain a tragedy. The Bureau of Indian Affairs needs to recognize the special character of the school it has created. If it did, several changes would follow:

1. The Indian children who are not problems would not be assigned to Stewart.
2. The financial support for the school would be drastically raised.
3. The staff—principal, teachers, guidance counselors and dormitory supervisors—would be carefully selected for their skill and training to operate and teach in a remedial school for children with serious social and psychological problems. Thus most of the present staff would be transferred.
4. An intensive inservice-training program to help the staff understand the children they are teaching would be an integral part of the school.
5. The school would have to be recognized as a nongraded school using modern equipment, curriculum and teaching methods. There is no evidence that the majority of these children are mentally retarded, therefore there is no reason why the majority of them can not learn simple arithmetic if some intelligence is used in teaching it.

If the BIA would take these steps and followup to evaluate the results, we would recommend that Stewart should continue to exist at least for the next 10 years. The sad truth is that there is a need for such a school and that need will continue until the BIA and public schools on the reservations are drastically improved to eliminate many of the problems that Stewart inherits, and be able to cope with the remaining ones at least as effectively as a boarding school, which is a poor alternative at the best.

2. Program Review Report by Charles N. Zellers, Assistant Commissioner for Education, BIA.

January 28, 1969.

A. ADMINISTRATION

The fiscal year 1969 allocation of funds for Stewart is $730,119. This is reduced from fiscal year 1968. Enrollment at Stewart is 520 this year compared to 600 in fiscal year 1968, due to the closing of one girls dormitory scheduled to be renovated. (The renovation was subsequently canceled.)

The minimum funds needed to run the school with its present program is at least $100,000 more than the fiscal year 1969 allotment. Personal services costs (salary plus personnel benefits) for those positions now filled will exceed $730,000.

Upon direction from the Area Director and Agency Superintendent the school program is being continued without the major changes which would be necessary to stay within the fund allocations.

Informal cuffs accounts are being maintained by the agency for the cost accounting items. This is necessary because of the lack of cost accounting information from the IADC and lack of faith in the automated system based upon past experiences. The agency does not feel that they get the proper information. They also pointed out the need for training in the proper reporting, use and interpretation of the information.

The school does not have the opportunity to make a meaningful contribution to the budget process. The area tells the school how much money they have to run the program. The money is then allocated to the various codes. The belief is still prevelant among noneducation people that all you need to do to prepare an education budget is to determine the per pupil allotment and multiply by the number of students. The philosophy implies that it is a waste of time to do it any other way and consequently little or no realistic planning is done for educational programs.

Decisions affecting the renovation of a building had been made a $200,000 withdrawal of funds, without informing the Superintendent. A clear lack of communication. The Superintendent was concerned because he did not have the necessary information about the decision to relay to the tribe.

Mr. Whipple talked about the organization of the school. He indicated that he felt the home economics department should remain as a separate entity with the same status as the other department heads.

We feel the school's organizational pattern is open to question. The home economics department is a separate entity and appears to have undue influence over the operation of the school. The physical education program is a separate entity. Girls take 4 years of home economics; boys take 4 years of shop; some students take 4 years of math. Students do not have an opportunity to choose an elective at any time during their stay at Stewart. Only students achieving at a high level are permitted to take typing.

Such a schedule does not permit flexibility of scheduling and should be changed.

The students appeared alert and friendly. This appearance conflicted with the description given by some of the school's staff.

A major administrative problem is obtaining teachers through the arrangement at Albuquerque. Not only is the process time consuming, but the calibre of the teachers available is not equal to teaching talent available in the area of the school. (Stanford University graduates have shown an interest in the school, for instance.)

On the surface it appears that athletes were receiving preferential treatment but later revelations indicated this may not be the case.

The football team received new uniforms purchased before the school year began. This decision is open to question. The decision was made before the state of the school's budget was known.

B. STUDENT COUNCIL MEETING

The meeting with the student council was most revealing. The students did not feel that they were involved in the operation of the school. They indicated there were only two teachers at the school they trusted. They did not know how much money they had in the school bank; they did not have anyone working there and had not learned any of the skills associated with banking. They were extremely bitter about not being able to withdraw their money when they wanted it. They indicated they never would be able to learn money management if they were not allowed to manage their own money. They have to withdraw money on Thursdays for use the remainder of the week and make a list of the items they plan to purchase on Saturday when they go to Carson City. Upon returning from town their packages are inspected.

The student's store is managed under contract and the students do not know what is happening to their investment. Vouchers are presented for signature without explanation. Students don't know how much money is being taken in and expended. They feel they are being cheated although they could not present any concrete evidence.

A 2,200 acre farm (or ranch) is a part of the Stewart school program. About 200 acres of hayland is irrigated from ponds which store surface waters and warm flowing springs. It is a cow-calf operation with about 140 cows. The calves are slaughtered as yearlings and used for the food services at the school. An IMPL fund is maintained with school funds going to pay for the meat at a price necessary to cover the farm operating expenses. It was reported that this was about $.45 pound for meat last year.

The real purpose for the farm is to provide vocational facilities. At the present time three vocational areas are taught on the farm: beef production; heavy equipment operation; and mechanics. One instructor handles each area. About 15 boys are enrolled in each area, half of them juniors and the other half seniors. One class meets in the morning and the other in the afternoon. They are bussed the 2 or 3 miles from the school to the farm.

The three vocational areas integrate quite well. The beef production requires farm machinery to harvest hay and maintain the irrigation system and earth moving machinery to build ponds, level and smooth land and build and maintain the irrigation water storage and distribution system. The mechanics classes maintain the machinery for both of the other classes. The heavy equipment operations classes utilize the earth moving machinery. This provides a realistic environment for the vocational training because it is an actual operation which produces an identifiable result. The boys can see the results of their activities.

Other vocational areas are being considered to add to this program. A range management course is being established because of the demand for vocationally competent workers in that field. A nursery or landscape architecture course is also contemplated. Both of these would fit well into the existing program and represent vocational fields with a growing demand for jobs suited to the Western States. Engineering survey courses would also fit well into this program.

The school's allocation of plant management expenditures at Stewart is about $265,000 for fiscal year 1969. About $100,000 is for repairs and maintenance and $165,000 for plant operation. This means that about 25 percent of the annual operations costs for the school is for plant management. This appears to be an inordinate portion of the school costs. This is due, at least in part, to the age and inefficient layout of the agency compound.

In spite of the seemingly large plant management expenditures, there were numerous complaints from school staff members of the slowness in getting minor repairs completed.

C. CURRICULUM

The instructional program at Stewart Indian School is responsible for providing an educational opportunity for 520 overage, underachieving Indian students.

The administrative organizational pattern at Stewart is different from most off-reservation boarding schools in that the person directly responsible for the administration of the school is the education administrator. Under his supervision Stewart is presently staffed with an acting principal (acting since last January), a department head academic, department head home economics, department head vocational shops, department head pupil personnel services and department head agriculture. This administrative organization pattern is mentioned as the education program administrator is also responsible for one day school and other educational duties about the reservation.

The majority of the students enrolled at Stewart Indian School have attended public or mission schools prior to enrolling at Stewart. This means that in most cases these students are public school dropouts or have transferred to Stewart for social reasons. In any case the student body at Stewart is comprised of students who are overage and academically underachieving. They are in need of an educational opportunity that will enable them to function at their present ability level and progress as rapidly as possible in order to complete their high school education so they can meet requirements for entrance into vocational or college training.

The instructional program at Stewart Indian School is very traditional. Only basic required subjects are offered. No elective classes such as speech, drama, foreign language, etc. are available to the students. The majority of students are required to take (girls) 4 years of home economics and (boys) 4 years of practical arts. Due to this arrangement the possibility of students having a choice to take an elective course they desire or are interested in is eliminated. The majority of students are scheduled into classes without any choice during their total high school career. (This lack of student involvement seemed to be a very major complaint voiced particularly by members of the senior class; they want to have a choice of electives and a part in their educational destiny.)

The general instructional staff atmosphere at Stewart reflects lack of teacher involvement in planning and curriculum development. Communications between staff members of the various departments in relation to the total educational process is weak and the lack of firm leadership and direction in relation to staff and student involvement is very evident.

The academic facility is very adequate to carry out an innovative educational program. Stewart is located 3 miles from the capitol of Nevada, and by utilizing the community resources of Carson City to the maximum, a very strong educational and cultural enrichment program could be developed to meet the needs of the total student body.

The academic department head has established a committee of three members consisting of himself, the chairman of the english discipline and chairman of the social science discipline. This committee has been involved in scheduling of students and is the initial thrust towards staff involvement in curriculum development. This is a very positive start and this approach should receive administrative support and be expanded to include the other disciplines as soon as possible.

The fact that Stewart has had an acting principal for close to a year has not contributed to development of administrative strength and strong direction of the instructional program. The agriculture department head is acting principal and has to share his time between the principal's office and agriculture department.

Additional facts concerning the instructional program at Stewart are as follows:

1. A sincere effort has been made by the academic head to schedule students into classes as to cut down the student-teacher ratio as much as possible. No classes were visited that were overcrowded.

2. The instructional program is very rigid and traditional. The home economics and practical arts departments are given too much emphasis by requiring of most students 4 years of participation in these subject matter areas.

3. Class schedule is very restrictive. Six 55-minute classes make up the school day. Classes start at 9 and end at 4.

4. Although lip service is given to the fact that the student body is comprised of underachieving students, no provision is made in the class schedule for students to have a supervised study hall.

5. Basic textbooks in most discipline areas are inadequate in number and are outdated. If underachieving students only have desk copies of texts to use, when are they going to be able to study and complete assignments?

6. Health instruction does not take place formally anywhere in the total school program. This is touched on in the senior human relations class but is not available to students in the lower grades when needed. (This concern was expressed by a large number of senior girls.) The girls' physical education teacher tries to teach some health education when time permits in her physical education classes, but is handicapped by having to utilize a 1938 copyrighted text.

7. Physical education classes have to be conducted in a very inadequate facility with a sparse supply of equipment. The boys' shower room is inadequate and necessitates boys having to go to dormitories to dress down and shower. Many students do not participate completely in physical education due to lack of gym suits and tennis shoes.

8. Supplementary instructional materials in the classrooms for student and teacher are sparse.

9. Stewart has a good supply of audiovisual equipment to support the instructional program. Software to go with much of this equipment is still on order or back ordered.

10. Course offerings available to students are very limited. Students coming from public schools are very verbal in noting that they desire to have such electives as speech, drama and a foreign language available for them to enroll in if they so desire.

11. Many classrooms lacked evidence of organized class activity taking place. Students interest in instruction taking place was minimal. It was a common sight in several classrooms to see students sleeping at their desks or engaged in an activity not related to class instruction.

12. School-community interaction is minimal. Use of the community as an educational and cultural resource can be expanded to involve the total school program.

13. Curriculum offerings are not evaluated annually by the school instructional staff and adjustments made to accommodate student needs and interests.

14. The school bank is not operated in accordance with 62IAM14 (release 62-19). It is not used as an educational facility and students are not involved in the operation of the school bank.

15. The student council is organized but is not involved in the actual conducting of student business. They are not aware of their responsibilities of the operation of the school bank or school store. The student council executive officers related that they have no authority or say about student body business. Communication between students and staff in this area is void.

16. The band program is a specific problem area as far as the students are concerned. Many students have dropped band as they feel the tunes they are planing are outdated and they are embarrassed to play before other school groups because of this. Mr. Whipple stated that he was aware of the communication and generation gap between the band instructor and the students and expressed hope that this situation can be resolved.

17. A very adequate facility has been provided for remedial reading classes by remodeling a building from office to classroom space. The remedial reading classes are to start as soon as a teacher can be employed through title I.

18. The facility being remodeled for use as a student store is outstanding. This area will do much to provide an adequate place for students to relax and enjoy themselves.

19. The "Make It With Wool" contest conducted at Stewart was an outstanding activity. Stewart students were truly involved with students from other schools. Educational and cultural enrichment activities such as this add greatly to the total school program.

20. It must be noted that the student body at Stewart was well groomed, courteous and outgoing. They are a tremendous group of young men and women who are most anxious to become a part of the school program and are capable of assuming more responsibilities than now permitted them.

D. PUPIL PERSONNEL SERVICES

(1) *Overview*

The guidance department or pupil personnel services as we would prefer to call it, is one of six fairly autonomous administrative units under the supervision of the acting principal, Mr. Moran. The pupil personnel services department is presently headed by a new (March 1968) director, Mr. Dickerson, who is primarily responsible for the dormitory and for school activities and guidance functions. In addition, a qualified counselor was added to the pupil personnel services staff when Mr. Dickerson was appointed and this individual serves half time in the dormitories during the evening and half-time in the academic setting during the day. Although this is a positive trend there is considerable ambivalence regarding the role and function of this counselor which the staff (PPS and academic) is attempting to work through as part of the process of relating pupil personnel services to the students in every setting.

A further delineation under Mr. Dickerson is effected by two department heads (guidance), one each for boys and girls at GS–9 level. Under the department head (boys guidance), for example, there are three GS–9 counselors. One of these three counselors is functioning half time in the dormitory and half time in the academic setting. In addition, there are three GS–5 supervisory instructional aids, for GS–4 instructional aids, one GS–2 instructional aid and two night attendants. These personnel are responsible for 317 young men in five cottages and two distinct wings of a single large dormitory. As a result even minimal coverage is difficult. To accommodate this shortage of personnel, one cottage has been organized on an honor basis and one cottage houses only athletes. Despite the review team's concern about separation on the basis of athletic powers, it did not seem to be a bone of contention among students or staff. They more or less accepted this arrangement and indicated it was easier for the coach in gaining access to his athletes. It should be noted that no special privileges were attached to residence in this cottage.

Crowding is more evident (four or five to a room) in the boys' cottages than in the boys' dormitory where the number of rooms accommodating two or four boys are about equally divided. Thus, despite some inherent advantages to the cottage arrangement, the lack of space seems to negate many of them when compared to the more spacious dormitory arrangements.

The situation is compounded in the girls' cottages by the fact that anticipated renovations in building six were not undertaken and they are not compelled to have as many as five or six girls to a room. Building six is outfitted with a small trampoline and two game tables and looks very sparsely furnished for a recreation area. A number of usable items (linens, etc.) have been stored in this building because the renovations were not made and expansion was not possible. Suitable storage space appears to be a problem.

The guidance director has use of a converted residence, the back two rooms of which he has made available for student activities such as wood carving, painting and the like. Students are permitted to leave their projects there undisturbed and return whenever they like to work on them.

The front two rooms are used as a counseling office and for a display and seminar discussion area. With the aid of a filmstrip the guidance (or pupil personnel services) director conducted a group discussion on job interviews for approximately 15 girls while the team was there. This type of activity together with the climate of openness and accessibility should be encouraged further.

From discussions with the students in such sessions it was learned that at least one small problem was resolved for the girls for the first time this year—they are permitted to wear slacks to football games. A number of other problems of concern to the students have been brought out but either await disposition or have been discounted. One indicator of the potential value of such interaction, as limited as it may be at present, is the generally agreed upon fact that runaways, serious drinking problems and dropouts have been substantially curtailed or eliminated this year. This according to many staff members is in marked contrast to most previous years. It is, of course, too early to determine yet but it is possible to hypothesize that if many additional student suggestions are ultimately encouraged and not acted upon the situation may reverse itself.

Communications among and between departments is a significant problem. Despite hesitant acceptance of the part time counselor in the academic department, there seems to be some defensiveness in various quarters of the academic, vocational and home economics staff. With a fairly high degree of test sophistication among several members of the pupil personnel staff, it is unfortunate that they are not consulting and aiding in this process with the academic department. All departments appeared stymied by the lack of definitive policies or authority as they relate to their sphere of operation on those that impinge upon it. For instance, several staff members would like to assist in changing the practice of separation of the sexes in the cafeteria. Further, most all staff agree that this interaction should exist, but, if this is the case, the students are not aware of it. Sporadic attempts to ignore this practice by the students has met with disapproval and denial by the matrons. The matrons receive their direction from the home economics department head who must in turn receive tacit approval from beyond her level to continue this practice. However, this department expresses a desire to change the separate eating practice. This discourse is not designed to compound or blame any one party, rather it is intended to portray the state of affairs that exists with respect to this and other matters where authority and responsibility are diffused in this manner.

Furthermore, a climate of mutual trust and respect of a professional nature must be engendered before staff members will risk "sticking their necks out." It is difficult if not impossible to suggest an innovation when one is uncertain of how it will be received or whose toes will be stepped on. No matter how foreign or unrealistic an idea may be it should be subject to a thorough and objective review with students participating whenever possible.

The amount of student involvement in planning activities, banking operations and decision making is negligible. A substantial number of the students with whom members of the team talked had attended public schools at some time in their academic careers and were aware of the prerogatives their public school peers enjoyed. At the same time they demonstrated a high degree of maturity and awareness concerning their responsibilities to Stewart and adult supervisors.

Health services are available from the DIH facility on campus which is headed by a registered nurse and is presently doubling as the Carson City Hospital obstetrics ward because of a recent fire there. Twenty-four hour care is available and the facility appears well equipped in spite of its age and crowded conditions. Meal time help is being provided by Carson City Hospital personnel but this will be terminated on November 18th when the new hospital is ready. A few exploratory training opportunities are provided in this facility but they seem to have little real value for the students. They either end up with specific chores which become tedious after awhile or are relegated to an observer role. While visiting there, the dental officer even lamented the fact that he could not involve students more as assistants rather than observers but expressed the hope he could correct this.

This is not intended to suggest that certain housekeeping chores should not or could not be performed by students, but rather that more constructive approaches to student participation and concomitant learning should be sought. In spite of the interested and accessible atmosphere that seemed to pervade this situation, it was learned that some students were fearful of approaching DIH because they would be reprimanded for losing glasses, etc. This does not appear to be a severe problem; however, the staff of DIH should be aware of the image and attitude conveyed to students so they may improve the helping relationship. Several students need glasses and should be encouraged to obtain them. DIH should be advised of the lack of receptivity the students feel they receive there.

An enumeration of specific problem areas identified by the students and staff with recommendations may be helpful at this juncture. Those items that overlap with other disciplines will only be mentioned for clarification.

1. Students do not have any electives throughout their high school careers. By reducing the preeminence of home economics and vocational subjects it would be possible to introduce flexibility for students desirous of subjects such as foreign languages, speech and drama and advanced math. The girls reasoning behind a recommendation for speech and drama is interesting and valid—many students, particularly boys, could be aided in overcoming their shyness through these courses.

2. Students were concerned about the quality of the food and shortage of meat in their menu. Worms and bugs were mentioned as reasons for frequently avoiding the cafeteria. Although it had happened in the past, the administration is conducting an investigation to determine whether or not this is a recurring problem.

3. Student involvement in academic, program and activity planning is minimal. Wherever possible students might be included on faculty and staff committees. They are aware of the fact that some of their immediate supervisors are only carrying out orders from above but would appreciate an opportunity to participate with such authorities when decisions affecting them are discussed. Without increased involvement the awareness and sophistication of these students may cause them to be unable to cope with edicts from above, especially when a discussion of the rationale is not included.

4. Related to the above is the generation gap. Some staff members wish to impose standards that might have been applicable 20 years ago with an entirely different student population. In-service training and counseling with such staff members is needed so they can reappraise their attitudes and behaviors.

5. Further efforts should be made to relax the run in the dormitories. Possibly more privileges could be extended to upperclassmen rather than imposing standards similarly through the grades. Punitive and suppressive measures should be curtailed. Small amounts of student money should be available without a series of clearances. Nor should students be required to enumerate planned purchases when small amounts are involved. The frequency of checking returning packages (after shopping trips to town) should be reduced or eliminated. This addresses itself to the matter of expectations—if you expect contraband the student will manage to bring it on campus without discovery.

6. The girls would like to be involved at least peripherally in the farm operation. Perhaps interested students among the girls could be permitted to raise a calf.

7. Qualified pupil personnel (guidance) staff should be involved in the conduct of the school testing program.

8. A communications gap among departments is evident. Despite weekly meetings of department heads and within departments, it seems that each department proceeds according to its own interests and goals. A unifying philosophy and consistent coordination among personnel is needed.

9. A small but significant discrepancy exists between the boys and girls guidance departments (dormitories)—A passes (permitting trips to town, etc.) were issued to boys upon returning to school while the girls must earn them in the first 9 weeks. Boys' A passes were issued on the basis of possession of them last year. The latter approach should be applicable to all.

10. A number of the administrative staff seem to have the personalities, insight, and empathy necessary to engage in exchanges of information, discussions and complaint sessions with the students. Some mechanism for encouraging such dialogues with students of alternatives to the suggestions presented.

E. RECOMMENDATIONS

1. We should accelerate the search for a solution to the employment delays associated with the teacher recruitment unit at Albuquerque.

2. The organizational pattern of the school needs to be reviewed. (Physical education is a separate department as is the home economics department.)

3. Specialists from the central and area office at Phoenix should work with the staff at Stewart to upgrade the education program. It is absolutely necessary that the staff at Stewart be intimately involved in this process.

4. Special funds should be made available to the school after plans for upgrading have been worked out. Sufficient controls should be maintained to insure that these funds are programed properly.

5. Funds for component No. 2 of the school's 89–10 project should be released to enable them to obtain supplies and materials needed to make the project operational.

6. The Phoenix area office should insist that key program administrators attend in-service education programs, designed to upgrade their skills, on an annual basis.

7. A curriculum planning committee should be formed permitting input from all instructional staff members. Selected members from the student body should also be consulted as to students' educational needs and desires.

8. The operation of the school bank should be carried out in accordance with the manual release. Students should be involved in the total bank operation and the school bank should be used as an educational facility.

9. Additional academic course offerings should be made available to students as electives. Students should and must have some say in their educational life.

10. Practical arts and home economics should be offered as electives at the junior and senior level rather than as required subjects.

11. Emphasis should be placed on staff communications between and within departments. All members of Stewart staff should be involved with and aware of the educational program that is taking place at their school.

12. Student council should be permitted and encouraged to assume the responsibilities of conducting student body business and become involved in the operation of the school bank and school store.

13. Approximately $20,000 should be made available for the instructional program to purchase needed textbooks, teaching supplies and necessary supplementary materials. A priority expenditure out of this sum should go to purchase gym suits and tennis shoes for both boys and girls.

14. Remedial reading classes should be integrated into the regular school program to eliminate having to wait to be funded and staffed with title I monies.

15. Administration at Stewart should be more aggressive concerning implementation of program development and education innovation. Followup of assigned responsibilities delegated to subordinates will insure that specific tasks that are holding up program progress will be completed.

16. Plant management should take more prompt action in servicing needs of school plant. This would eliminate delay in the educational program due to equipment not being connected or repaired.

17. Approximately five additional instructional or counseling aides and night attendants are needed to relieve pressure on the dormitory schedule and afford the students more adults to relate to.

18. The food service component should be the responsibility of an environmental resources section in the Pupil Personnel Services Department with a head cook (Food Services Director, etc.) in direct charge.

19. Employment assistance has a staff person at Stewart who could introduce the GATB testing program in the junior or first part of the senior year rather than in December-January with results available in March. At the same time post high school vocational plans could be developed in conjunction with the Pupil Personnel Services Department.

20. Training and counseling should be provided for staff members who are evidencing problems in copying attitudinally with a changing student population and new roles for themselves.

21. Every effort should be made to break down the present practice of having boys and girls separated in the dining hall.

22. Consideration should be given to allowing and setting up facilities for small dinners prepared by the girls in their respective cottages. They could on occasion invite boy friends for home cooked meals. At present if the students wish to undertake such a project they must earn the money through outside endeavors—cake sale etc. Perhaps the school kitchen could make some provisions available for such an undertaking.

23. As part of their orientation to Stewart, students would profit from a specific program on "How to Study" with some form of continuous follow-up on this skill.

24. Community involvement is minimal. Shared time or buddy systems with public school students and invitations to participate in faculty meetings at Stewart should be introduced. For instance, Stewart may offer a course unavailable in Carson City and vice versa and the Stewart faculty might have a prominent consultant Carson City teachers might wish to hear.

25. A fund should be established and means found for students to earn money to buy student activities tickets and the like. Presently a student who lacks the funds misses some movies and football games to mention but a few. Plant management might pay students for assisting maintenance men, etc.

26. A dynamic student activities program and a director to spearhead the integration and coordination of such efforts is definitely needed.

27. A preliminary student handbook has been developed and should be refined and distributed to the students. It could aid in clarifying responsibilities and opportunities available to students as well as formalize certain procedures pertaining to student involvement at Stewart.

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